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ABSTRACT

Based on the work of the Committee on the Future of the Virginia Community College System and group discussions by 100 representatives of colleges, business/industry, and state bodies, this long-range plan offers guidance for the development of the community college system for the remainder of the century. Following introductory information on the development of the plan and the history and mission of the community colleges in Virginia, the 11 sections of the plan examine: (1) state and national trends in student characteristics and the issues of educational access and affirmative action in student recruitment; (2) curricular concerns, including comprehensiveness, the core of common learning, international studies and foreign languages, lifelong learning, developmental studies, and literacy; (3) the colleges' role in community education, community services, and economic development; (4) partnerships with elementary and secondary schools, four-year institutions, employers, state agencies, and other community colleges; (5) excellence in teaching and the impact of technology on instruction; (6) personnel issues, such as faculty and staff development and renewal, the employment of part-time versus full-time faculty, and affirmative action; (7) marketing and retention programs; (8) space, maintenance, and renovation requirements; (9) financial concerns, including revenue for operations, the appropriation process, distribution of resources, and expenditures; (10) assessment and accountability; and (11) leadership needs. (AYC)

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TOWARD THE YEAR 2000

The Future of the Virginia Community College System

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Report of the Committee on the Future of the Virginia Community College System

November, 1988

JC 880 574

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FOREWORD

This is a good time to undertake an examination of the future of the Virginia Community College System. The system has had some good years of enrollment growth. The specter of a reduction in force that haunted some of the colleges only a few years ago has receded. Relationships with executive agencies and the legislature are cordial and productive as evidenced by such actions as the tuition reductions of the past two years. The conversion to the semester calendar has been accomplished with minimal disruption. A time of relative stability is a good time to reflect on how our mission ought to be implemented.

Now is also an auspicious time to plan because the Commission on the Future of Community Colleges, appointed by the American Association of Community and Junior Colleges, has just issued its report, *Building Communities: A Vision for a New Century*. This panel of distinguished citizens and educators, headed by Ernest L. Boyer of The Carnegie Foundation for the Advancement of Teaching, has addressed the future of community colleges from a national perspective. It is appropriate now to interpret their findings for Virginia.

Also, community colleges in Virginia--as in other states--are changing. Their programs, their students, and their methods of doing business are all changing. The faculty and staff are graying: staff renewal, and soon staff replacement, are becoming serious matters. These and other issues require that the leadership of the Virginia Community College System--in consultation with faculty, staff, and administrators and with the participation of interested parties in other state and community organizations--consider the manner in which Virginia's community colleges can best fulfill their mission in the remaining years of this century.

For these reasons, we appointed the Committee on the Future of the Virginia Community College System and challenged its membership to develop a method of planning that would be widely participatory yet would produce a useful report in a relatively short time. The committee responded wisely. Papers were solicited from throughout the system. The response was extraordinary. People from all types of positions responded on a wide variety of topics and with a good diversity of views. All papers were shared with every participant in the planning workshop. This workshop used the charrette technique, which has proven to be excellent for crystalizing issues and forcing choices among available alternatives. The resulting report, *Toward the Year 2000: The Future of the Virginia Community College System*, in turn, will provide a basis for discussion at the VCCS Annual Meeting on November 10-11, 1988.

We commend Don Puyear, Assistant to the Chancellor for Special Projects, who directed this project from its inception; Dale Parnell, President of the American Association of Community and Junior Colleges, who led the planning workshop; Linda Carr, Research Coordinator, who provided valuable assistance in the writing of the report; and Donna Musarra, graphic artist, who designed the cover.

We are indebted to the members of the Committee on the Future of the Virginia Community College System who have worked long and hard to develop and execute the planning process. We are likewise indebted to the many faculty and staff members who prepared papers. These papers provided the intellectual underpinning for the charrette. And finally, we are greatly appreciative of the members of the Committee of 100 who met in Richmond on September 19-21, 1988, and hammered out the recommendations upon which this report is based.

A special word of commendation is due our friends in other state agencies and legislative staffs who took three long days from their responsibilities to serve on the Committee of 100. Their contributions are acknowledged with great appreciation. We hope that the experience also increased their knowledge of community colleges and of the contribution they can make to the Commonwealth.

We are confident that, with the support and participation of these many individuals, the committee has produced a report that will provide guidance to the colleges as they prepare their future plans, and to the state board as it deliberates its responsibilities toward the year 2000.

Virginia Community College System

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Community colleges and the nation's future are inextricably interlocked.

(*Building Communities*, p. 49)

PROLOGUE

REFINING THE MISSION

As the Committee on the Future of the Virginia Community College System undertook this study, it was acutely aware that it was building upon a foundation provided by a related study in 1985. At that time the Virginia Community College System conducted a study of its mission using a strategy similar to that adopted for the present study.

The Mission Study climaxed in a charrette conducted on August 6-7, 1985. The presidents and two additional representatives from each college were joined by two members of the State Board for Community Colleges, four college board members, the Virginia Community Colleges Association president, the Secretary of Education, staff members from the two gubernatorial campaigns (it was nearing election time), a representative of the State Council of Higher Education for Virginia, two representatives of the Business and Industry Advisory Council, a staff member of the House Appropriations Committee, and a member of the national staff of the Association of Community College Trustees. Dr. J. W. Foster, Associate Dean of Vocational Programs at Central Carolina Technical College served as workshop facilitator. Twelve groups focused on the following six topics, which were considered to be key components of the VCCS mission:

- Continuing Education and Community Services.
- Vocational-Technical Education.
- Developmental Education.
- College Transfer Education.
- Business and Industry.
- Student Services.

The product was a series of recommendations that resulted in the statement of the Mission of the Virginia Community College System adopted by the State Board for Community Colleges on March 20, 1986. This statement appears in the following section and is the text from which the committee began its work.

INTERPRETING THE MISSION

The question before the committee was *"How is the mission of the Virginia Community College System to be interpreted and implemented between now and the year 2000?"* What should be the points of emphasis? What strategies should be employed? What is most important and what is desirable if resources can be made available?

Gathering Background Information

The Committee on the Future of the Virginia Community College System was named in early February, 1988. As a first step, each member prepared a brief paper on what he or she thought a discussion of the future of the Virginia Community College System should encompass. The committee then asked each president to identify major issues that should be addressed and to have papers prepared on the twin questions central to the mission:

- What do we mean by access?
- What do we mean by comprehensive community college?

Over one hundred papers were submitted . . . at least one paper came from each college in the system.

This process of information gathering was later expanded to a general call for papers on a wide range of topics. The call for papers went to all college presidents with a request that it

be widely disseminated throughout their campuses. An abbreviated form of the call for papers was included in the Spring issue of *VCCS Directions*. Over 100 papers were submitted in response. At least one paper came from each college in the system. Copies of these papers were provided each of the charrette participants.

The National Study

Building Communities: A Vision for a New Century, the report of the American Association of Community and Junior Colleges Commission on the Future of the Community College, provided a second major resource.[1] The honorary chairman of this commission, United States Senator Nancy L. Kassebaum, and the chairman, Ernest L. Boyer of The Carnegie Foundation for the Advancement of Teaching, were joined by 20 outstanding educators and interested citizens of national repute. The commission's report was unveiled on April 26, 1988, at the AACJC Annual Meeting in Las Vegas, Nevada. A copy of this report was provided each member of the Committee of 100.

The report of the Commission on the Future of the Community College provided the second major resource.

The Committee of 100

Each VCCS college president; representative state board and college board members; selected faculty, staff, and students; representatives of business and industry; selected executive agency and legislative office staff members; and others with a particular interest in the future of the Virginia Community College System--approximately 100 in all--were invited to participate in a charrette on September 19-21, 1988. Dr. Dale Parnell, president of the AACJC, served as workshop facilitator.

The Charrette

A charrette is a group decision-making process designed to bring people from various segments into a well structured sequence of discussions.[2] The process is characterized by (1) active involvement of representatives of diverse constituencies; (2) the development of an agreed-upon product; (3) a limited time period with a commitment to reach the specified goals by the agreed-upon deadline; and (4) the requirement that consensus be reached if at all possible. Small groups focusing on aspects of the problem under discussion report periodically to the whole group which responds to their efforts. The process pulses back and forth from the small group discussions to meetings of the entire group until the deadline is reached.

Writing the Report

Each of the twelve groups in the charrette had a recorder who was charged with capturing the essence of the group's deliberations and recommendations. The writers used the resulting notes in the preparation of this report under the watchful direction of the Committee on the Future of the Virginia Community College System. The writers took great pains to be faithful to the consensus reached by the Committee of 100 in the charrette process and the concerns of the Committee on the Future of the Virginia Community College System; their hope was to produce a document which will provide a guide for action for years to come.

MISSION OF THE VIRGINIA COMMUNITY COLLEGE SYSTEM

The Virginia Community College System functions within the educational community to assure that all individuals in the diverse regions of the Commonwealth of Virginia are given a continuing opportunity for the development and extension of their skills and knowledge through quality programs and services that are financially and geographically accessible.

The Virginia Community College System, through comprehensive community colleges, provides leadership in determining and addressing both the needs of individuals and the economic needs of the colleges' service areas.

Occupational-technical education, transfer education, developmental studies, continuing education, and community services are the primary avenues through which the mission is fulfilled. To assure that all students have the opportunity for success, each college shall provide a comprehensive program of student development services.

Adopted by the State Board for Community Colleges, March 20, 1986.

The Commission on the Future of Community Colleges said it well when it made the following declaration:

"We define the term *'community'* not only as a region to be served, but also as a climate to be created."

(*Building Communities*, p. 7)

INTRODUCTION

The Virginia Community College System is the product of the expansion and democratization of higher education that swept the nation after World War II and of the enrollment pressures brought on by the "baby boom generation" coming of college-going age. It is also the product of enlightened leadership striving to develop Virginia socially and economically.

The VCCS is a statewide institution of higher education with 23 comprehensive community colleges operating on 34 campuses. The State Board for Community Colleges, appointed by the governor with the concurrence of the General Assembly, is the governing board of the system and all of the member colleges. The chancellor is the chief executive officer of the system;

The early growth of the Virginia Community College System was rapid but well planned.

the community college presidents are responsible to the state board through the chancellor. Local college boards, appointed by the local governments, are advisory with such powers as are delegated to them by the state board.

THE EARLY YEARS

Virginia explored a number of alternatives before adopting a statewide system of comprehensive community colleges. University branches had been established across the state with no particular plan; a system of technical colleges was under development; and public school systems were establishing and expanding adult programs at area vocational schools.

The Higher Education Study Commission

The 1964 General Assembly established a Higher Education Study Commission to study higher education in Virginia and report to the 1966 General Assembly. This commission made a number of sweeping recommendations, among which was that Virginia establish a statewide system of comprehensive community colleges incorporating the existing university branches, the technical colleges, and the adult programs of public area vocational schools.[1] With considerable debate and some compromise, the Virginia Community College System was established on July 1, 1966.

The Initial Master Plan

The early growth of the Virginia Community College System was rapid but well planned. One of the earliest actions of the State Board for Community Colleges was to commission the development of *A Proposed Master Plan for a State-Wide System of Community College Education in Virginia.*[2] This master plan envisioned 22 college regions encompassing the whole state. Other than dividing one proposed multi-campus region into two separate college regions (Danville and Patrick Henry Community Colleges) and some relatively minor boundary adjustments, the original master plan was followed closely.

GROWTH AND MATURATION

By 1973 at least a basic facility had been established in each college region. In the early years growth was rapid and steady, as is illustrated in Table 1. In only one year (1976) did enrollment decrease, but it then resumed its upward climb. By 1981, system enrollment

had reached 61,428 annual full-time equivalent students (FTES).

Table 1. VCCS Annual Full-Time Equivalent Student Enrollment

Academic Year	Enrollment FTES	Change FTES	Change Percent
1966-67	2,092	----	----
1967-68	7,174	5,082	242.9
1968-69	12,120	4,946	68.9
1969-70	15,717	3,597	29.7
1970-71	20,383	4,666	29.7
1971-72	25,066	4,683	23.0
1972-73	29,133	4,067	16.2
1973-74	34,784	5,651	19.4
1974-75	42,586	7,802	22.4
1975-76	52,653	10,067	23.6
1976-77	50,798	- 1,855	- 3.5
1977-78	52,323	1,525	3.0
1978-79	52,877	554	1.1
1979-80	55,360	2,483	4.7
1980-81	59,144	3,784	6.8
1981-82	61,428	2,284	3.9
1982-83	59,295	- 2,133	- 3.5
1983-84	57,492	- 1,803	- 3.0
1984-85	52,532	- 4,960	- 8.6
1985-86	51,380	- 1,152	- 2.2
1986-87	54,928	3,548	6.9
1987-88	58,310	3,382	6.2

Source: VCCS Enrollment Reports

Budgets also increased, but not rapidly enough to keep up with escalating costs. As a result, efficiency and retrenchment became the focus of many colleges. Programs and services were curtailed, in some cases severely. As is illustrated in Table 2, tuition began increasing dramatically in 1980. By 1982 these cutbacks, the continuing escalation of tuition, and a shrinking "college age" population were reflected in reduced enrollments. By 1985, enrollment had declined to 51,380 FTES.

Table 2. Annual Tuition for Full-Time Virginia Students

Academic Year	Tuition $	Change $	Change Percent
1966-67	135.00	----	----
1967-68	135.00	0.00	0.0
1968-69	135.00	0.00	0.0
1969-70	135.00	0.00	0.0
1970-71	180.00	45.00	33.3
1971-72	180.00	0.00	0.0
1972-73	225.00	45.00	25.0
1973-74	225.00	0.00	0.0
1974-75	225.00	0.00	0.0
1975-76	225.00	0.00	0.0
1976-77	300.00	75.00	33.3
1977-78	300.00	0.00	0.0
1978-79	300.00	0.00	0.0
1979-80	300.00	0.00	0.0
1980-81	342.00	42.00	14.0
1981-82	384.00	42.00	12.3
1982-83	558.00	174.00	45.3
1983-84	607.50	49.50	8.9
1984-85	686.25	78.75	13.0
1985-86	798.75	112.50	16.4
1986-87	765.00	- 33.75	- 4.2
1987-88	762.75	- 2.25	- 0.3
1988-89	778.50	15.75	2.1

Note: Tuition is calculated for a full-time in-state student taking 15 credits per term for the regular academic year.

Concern for these enrollment decreases prompted system leaders to examine the operation of the system and to take corrective action where needed. The productivity of the educational programs of the system was examined in 1985;[3,4] there was a new focus on marketing and retention beginning with a major marketing workshop for presidents and deans in March, 1985; with the help of the governor and the General Assembly, tuition was decreased in 1986--and again in 1987. In 1986, at least in part as a result of these activi-

ties, enrollment increased and continued to increase in 1987.

TOWARD THE YEAR 2000

A number of persistent themes emerged from the planning process that led up to this report. The recommendations that are presented in the following chapters can best be interpreted with an understanding of these unifying themes.

One Virginia, One System

No theme was more unrelenting than the propriety of Virginia being served by a single statewide system of community colleges. The advantages of being able to cooperate in program development, the ability to approach the General Assembly with a consistent voice, the ability to distribute resources with equity, the consistency with which faculty and staff are compensated, and the ability to coordinate programs across the state all emerged as important factors in the discussion. This does not mean that all colleges are, or should be, alike. Indeed, the ability of each college to develop its own unique response to the particular needs of its region is essential. But the ability of the system to mobilize on a statewide basis to meet a major challenge to the Commonwealth's well-being was seen as perhaps the greatest advantage of the single system concept.

And the Commonwealth is being challenged by a most serious problem eloquently described by Secretary of Education Donald J. Finley in his opening address to the charrette participants. Consider a line on the map of Virginia starting just south of Winchester, continuing south of Richmond but north of Petersburg, and on to Virginia Beach. The area north and east of that line is a sort of golden crescent. In this region the population is growing rapidly, the economy is expanding dramatically, and employment is high. A great demand for expanded services in this region exists. Roads, utilities, schools, and government services of all types are being stretched to the limit. Citizens--and legislators--from this part of the state can make a compelling case why they need and deserve expanded state support.

Conversely, in much of the region south and west of that line there is little growth in population; some areas are in decline. The economy is much less dynamic than in the other region, and unemployment is higher. The farther west and the farther south one goes, the greater the differences appear to be. Unemployment is especially high in the far southwestern part of the state where the economy has traditionally depended on the coal mining industry. This part of the state, too, needs expanded services if it is to become energized. Job training must be provided if persons are to find new jobs to replace those that have been lost in mining, farming, and other regional industries which no longer offer as many jobs as they once did. Adult illiteracy is a particularly aggravating problem in southwest Virginia and southside Virginia, alike.

There is a very real danger that the state will be pulled apart: one part prosperous and growing; the other part declining. If the state unites in a dedicated effort to see that no part of the state is allowed to lag far behind the rest in terms of the quality of life and the quality of services provided, this tragedy can be averted. The whole state can be renewed. All can benefit from the resources of the entire Commonwealth. A vigorous, unified system of diverse community colleges can be an important factor in this endeavor.

System Governance and Structure

As indicated above, the concept of the VCCS being a single statewide institution of

higher education governed by a state board with individual college advisory boards was soundly reaffirmed. This was seen as a source of strength for community colleges in Virginia.

Quality and Accountability

The importance of having and the importance of celebrating excellence in teaching, in services to students, in community service, in economic development programs, in facilities maintenance, and in many other manifestations was a consistent theme throughout the process. Excellence in all of the programs and services of the system should be expected, it should be insisted upon, and it should be objectively demonstrated. Student success should be the prime indicator of excellence.

Underserved and Underrepresented Populations

Black, Asian, Hispanic, and other minority groups remain underserved by community colleges in Virginia as they are across the country. These same groups are underrepresented on the faculties and staffs. Minorities and women are underrepresented at the leadership levels. Serious concerns were expressed regarding these shortcomings, and out of these concerns specific recommendations emerged.

The Shrinking Globe

Today's world is becoming a global village. Tomorrow's world will be even more so as evidenced by the emphasis Governor Baliles has placed on promoting foreign trade in his economic strategy for the Commonwealth. A basic understanding of geography, international affairs, foreign languages, and diverse cultures will be required of all educated persons. Community colleges will have to give these topics greater prominence.

Effects of Technology

Technology will affect the way instruction is presented, the way students learn, the way faculty loads are described, and the way the system operates. Technology can provide extremely useful tools or it can be an unfortunate distraction. The system will be challenged to direct it into constructive channels.

Economic and Community Development

The system's mission statement specifically expresses the responsibility of Virginia community colleges to address the economic needs of each college's service area. Community colleges will increasingly play key roles in economic and community development.

Partnerships

To be most productive community colleges must work effectively with other entities. This concept is variously described as forming partnerships, making alliances, and developing effective working relationships. No matter how it is described, it is a basic requirement for success in the years ahead.

New Ground Rules

Many of the premises regarding the way the VCCS operates grew out of the requirements of a rapidly expanding system in the late 1960s and early 1970s. Questions regarding community college facilities for community services, physical education, and the arts, and questions regarding the funding of parking lots, site development, and outdoor athletic facilities need to be reexamined. The manner in which noncredit offerings are funded and credited and the current restrictions on the manner in which colleges can communicate with the citizens in their regions were considered counterproductive to the mission of the system. Specific recommendations are made regarding these matters.

I. THE STUDENTS

VIRGINIA AND NATIONAL TRENDS

In *Building Communities: A Vision for a New Century*, the AACJC Commission on the Future of Community Colleges cited a number of national trends. Virginia generally follows these trends, as can be seen by the following comparison of data from the national report with similar data for Virginia for the most recent academic year (1987-88).[1]

Age and Attendance Patterns of Community College Students

The national report describes community college students, and the challenge that they represent, by saying:

> Most students are commuters, a vast majority have other commitments and attend part-time. There is a bringing together of young, not-so-young, and old. Many students are economically disadvantaged. The challenge is immense. What works with full-time, single, well-prepared, residential students does not necessarily work with part-time students who have jobs and families--and who have often experienced less academic success in their previous schooling.[2]

In Virginia only 24.3 percent of community college students are full-time students, the remaining 75.7 percent are part-time students enrolled for an average of 4.5 credits.[3] The age distribution of Virginia's community college students is shown in Table 3.

Table 3. Age of VCCS Students

Age	Enrollment	Percent
Under 18	2,063	1.7%
18-21	32,649	26.5%
22-24	15,500	12.6%
25-34	37,937	30.8%
35-44	22,669	18.4%
45-59	10,804	8.8%
60 and older	1,464	1.2%
Total	123,086	100.0%

Source: VCCS Enrollment Report, Fall 1987

High School Completion

The national report describes the increasing proportion of the under 18 years of age population which is black or Hispanic and notes with alarm the fact that black and Hispanic young people are precisely those with whom most of our nation's schools have been least successful. The report states, "While 77 percent of white 18- and 19-year-olds in this country are high school graduates, only 63 percent of blacks and 50 percent of Hispanics in this age group complete secondary education."[4]

Community Colleges must help to solve the dropout problem.

(*Building Communities*, p. 9)

The corresponding figures for Virginia show that 76.4 percent of whites, 63.8 percent of blacks, and 74.8 percent of Hispanics complete high school.

The national report states the following:

> Community colleges must help to solve the dropout problem. If they do not, minority students will continue to leave school at the current rate, an increasing proportion of our citizens will face the prospects of social and economic failure, and communities will languish.[5]

Rate of Community College Attendance

The national report states that members of minorities who complete high school are more likely than their white counterparts to attend community colleges. Specifically, community colleges across the nation enroll approximately 43 percent of all undergraduates, 55 percent of all Hispanic undergraduates, 57 percent of Native American college students, 43 percent of all black students, and 42 percent of all Asian students who attend institutions of higher education.

In Virginia a slightly higher proportion of all undergraduate students, 45 percent, attends community colleges. However, smaller percentages of minority students attend: 18 percent of Hispanics, 44 percent of Native Americans, 37 percent of blacks, and 37 percent of Asian students who attend institutions of higher education in Virginia do so at community colleges.

. . . the community college must not just enroll more minority students but also assure that they can complete successfully their course of study.

(*Building Communities*, p. 10)

ACCESS

The Committee on the Future of the Virginia Community College System considered access and comprehensiveness to be the twin issues central to the mission of the system. Access has to do with making the programs and services of the college available to students and will be discussed here. Comprehensiveness deals more with what is offered and will be dealt with in the later chapters on curriculum and college services.

Twenty-one papers on the topic of access were written in response to the call for papers. Many of these papers considered access to be made up of three major considerations: geographic access, economic access, and academic access. Each of these three major components of access was, in turn, subdivided into several topics.

Geographic Access

Important strides toward geographic access were made in the design of the system and the placement of the colleges. All parts of the state are included in the service region of some community college. This does not mean, however, that all geographic barriers to college attendance have been removed. Many students still live a considerable distance from any campus, and many do not own automobiles. While some of the colleges have developed limited student transportation services in conjunction with the localities in their service region, and some other colleges are served by public transportation, most rely entirely on the student's automobile for transportation. This can be a formidable barrier. Colleges need to assist students to overcome this barrier, either by arranging transportation alternatives or by developing ways for students to have access to instruction without coming to the campus.

RECOMMENDATION I-1.

Each college should develop transportation alternatives for individuals who would otherwise be unable to attend college.

Economic Access

The two topics most frequently mentioned with respect to economic access were low tuition and adequate financial aid. These matters will be discussed shortly. The number of single parents and the number of older students with families is increasing. Child care is becoming an increasingly difficult economic barrier for many of these adult students. While it may not be feasible for community colleges to provide child care facilities, they need to be involved in assisting students to overcome this barrier to access.

RECOMMENDATION I-2.

Each college should develop programs to help meet the child care needs of adult students with families.

Tuition and Community College Enrollment. Virginia's community college tuition had initially been kept quite low. However, pressures brought on by inflation and scarce state resources caused student tuition to increase until, by 1984, Virginia had one of the highest community college tuition rates in the Southeast.[6] High tuition became a major concern of the State Board for Community Colleges which, in July, 1985, announced plans to undertake a demonstration experiment whereby tuition would be reduced at selected community colleges to determine the effect, if any, on enrollment.[7]

The planned experiment was superseded by bold action on the part of the governor and the 1986 General Assembly; $3.9 million was appropriated to reduce the 1986-87 tuition rate to $17.00 per quarter credit hour. Tuition had been $17.75 the previous year and would have been $18.70 in 1986-87 had the intervention not taken place.

Some General Assembly members and community college leaders were skeptical that such a small reduction in tuition would have any measurable effect. The VCCS therefore studied the effect of the tuition reduction on system enrollment during the fall term of 1986. The results of the study demonstrated conclusively that tuition is an extremely important factor in access.[8] The charrette participants were anxious that studies of this type be continued in the future, particularly to demonstrate the impact of tuition on access of those who would benefit most from becoming part of the labor pool.

Tuition was reduced to $16.95 per credit in 1987-88 and has been held nearly constant (adjusting for the change from quarter to semester credit hours) for 1988-89.

Also, it is folly to reduce tuition and, at the same time, increase or add new fees. There are pressures on the colleges to add fees for parking, to add or increase student activity fees, and to impose fees to offset the high supply or equipment costs of certain programs. These pressures must be resisted.

RECOMMENDATION I-3.

The State Board for Community Colleges should make every effort to maintain student tuition and fees at the lowest level possible.

Financial Aid and Access. Even with geographic proximity and low tuition, economic barriers to participation in community college programs remain for many. The number of financial aid recipients for the system as a whole has decreased in recent years. These numbers can be misleading, however, for economic conditions are not uniform throughout the state. The effect of regional differences in financial aid can be seen in Table 4.

Table 4. Student Financial Aid by Region and Year

	Students With Financial Aid		$ per Annual
1982-83	Number	%	FTES
Region 1	1,388	12.7	503
Region 2	3,127	14.8	479
Region 3	1,637	7.4	298
Region 4	1,924	12.7	351
Region 5	8,089	7.3	262
Region 6	298	10.5	400
VCCS	16,463	9.0	317
1986-87			
Region 1	2,693	14.5	1,084
Region 2	3,126	10.2	569
Region 3	1,642	6.1	310
Region 4	1,861	10.0	467
Region 5	5,555	4.7	265
Region 6	298	8.7	485
VCCS	15,175	7.0	392

Source: Enrollment Reports and Financial Aid Data Supplied by VCCS Research and Planning Staff

The regions used in this table are the same regions used in the tuition study cited previously.

- Region 1 -- far southwest Virginia (MECC and SwVCC);
- Region 2 -- the remainder of southwest Virginia (NRCC, PHCC, VHCC, VWCC, and WCC);
- Region 3 -- the piedmont and valley region (BRCC, CVCC, DSLCC, GCC, LFCC, and PVCC);
- Region 4 -- the southside region (DCC, JTCC, PDCCC, and SsVCC);
- Region 5 -- the urban corridor (JSRCC, NVCC, TNCC, and TCC); and
- Region 6 -- the rural maritime region (ESCC and RCC).

Region 5 includes much of the so-called golden crescent. The economy in this part of the state is dynamic, unemployment is low, and growth is the order of the day. As a result, the number and percentage of financial aid recipients are declining in this region.

The remainder of the state does not enjoy the same level of prosperity. In Region 1, the coalfields of southwest Virginia, the economy is much weaker, as evidenced by very high unemployment. In this region the number of students receiving student financial aid nearly doubled between 1982-83 and 1986-87. In the rest of southwest Virginia and the remainder of the state, where the economy is less dynamic than in the urban corridor but not as depressed as in the coalfields, the level of financial aid has remained reasonably stable during this time.

RECOMMENDATION I-4.

Each college should develop expanded and more flexible financial aid programs to help meet the financial needs of underserved populations.

Academic Access

While concerns for the provision of appropriate guidance, counseling, and other student support systems to assure that students are given the best possible opportunities to succeed will be discussed in later chapters, it is important to understand that these services are essential to real academic access.

RECOMMENDATION I-5.

As the nature of the community college student body becomes more diverse and the needs of these students become more complex, each college should provide strong enrollment management, counseling,

and support services which make use of the latest technology and which are an integral part of the total college program.

The second aspect of academic access addresses the availability of appropriate developmental educational opportunities to allow a person with ability to overcome academic deficiencies before proceeding to college-level work. This will be discussed in the later chapter on curriculum.

But community colleges also serve academically talented students. It is imperative that these students be challenged, nurtured, and prepared to reach their full potential.

RECOMMENDATION I-6.

Virginia community colleges should give recognition to and expand services for academically talented individuals. Each college should develop enrichment programs, in cooperation with local school systems, for academically talented high school students; develop scholarship or grant programs to give recognition to academically talented persons; develop honors courses or programs, as appropriate, for academically talented students; and be strong advocates for the promotion and support of active local chapters of Phi Theta Kappa, the national honor society for community college students.

AFFIRMATIVE ACTION IN STUDENT RECRUITING

The Committee on the Future of the Virginia Community College System supports the statement of the national commission:

> As partners in a network of institutions stretching from coast to coast, [community colleges] can help the least advantaged move into the mainstream of American life, serve students of all ages, and provide continuing education, civic empowerment, and social integration for a growing number of citizens. Such community building amidst diversity is, we believe, vital to the future of the nation.[9]

Because they are open to students regardless of age, race, or ethnic background, community colleges offer disadvantaged persons a real opportunity to break out of the cycle of ignorance and poverty which so often seems to enslave them. But this opportunity cannot be realized until those who would benefit from the programs and services identify the programs as relevant to them, individually, and see that they have a realistic opportunity to participate and to succeed. When one has been disappointed as often as have many of the disadvantaged, it is hard to become enthusiastic about another promise unless it is backed up with visible action.

RECOMMENDATION I-7.

Each college should develop effective student affirmative action programs including such strategies as summer enrichment opportunities for minority students, early identification programs focusing on junior high school minority students, and ongoing precollege experiences for minority students to increase their participation in community college programs.

RECOMMENDATION I-8.

Each college should establish outreach centers to recruit students

from underserved populations for appropriate college programs.

Many academically and economically disadvantaged persons need special support services, particularly in the early months of their program. Without these services, the open door will simply be a revolving door, and these persons will leave the community college with yet another disappointment.

RECOMMENDATION I-9.

Each college should expand and improve services for those individuals who have been underserved by higher education. These individuals include but are not limited to minorities, single parents, low income adults, dislocated workers, older adults, non-high school graduates, and handicapped or disabled persons.

Handicapped persons also need special attention. By focusing resources at specific colleges, the system should be able to provide services to many more handicapped persons than is now the case.

RECOMMENDATION I-10.

The Virginia Community College System should develop strategically placed centers at selected community colleges which give special attention to the needs of handicapped or disabled individuals from all regions of Virginia. These centers would be established to provide quality instruction for individuals with specific handicapping conditions. Colleges with centers would serve as consultants to other community colleges throughout the system to assist these colleges in meeting the needs of handicapped students.

II. THE CURRICULUM

Since a college's curriculum is the primary vehicle through which it provides services, a number of important topics were considered under the general heading of curriculum. The National Commission on the Future of Community Colleges made the following statement regarding community college curriculum:

> We conclude that it is through a curriculum with coherence that community also can be built. And we set forth four academic goals the nation's community colleges should vigorously pursue as we move toward the year 2000.
>
> *First, all community college students should become proficient in the written and the spoken word.*
>
> *Second, all students should learn about the human heritage and the interdependent world in which they live.*
>
> *Third, the community college should offer first-rate technical education and career-related programs to prepare students for working in the Information Age.*
>
> *Finally, the community college should make available to adults a rich array of short term and continuing education courses to encourage lifelong learning and help students meet their social, civic, and career obligations.*[1]

The Committee on the Future of the Virginia Community College System endorses these sentiments enthusiastically. It also emphatically endorses the concepts included in the VCCS mission statement, which must be implemented aggressively to meet the changing needs of the Commonwealth.

RECOMMENDATION II-1.

The Virginia Community College System should reaffirm its mission statement and encourage community colleges to be creative and aggressive in meeting community needs.

RECOMMENDATION II-2.

The VCCS should provide special funding for creative pilot programs which demonstrate new approaches to fulfilling the mission of the system.

COMPREHENSIVENESS

As discussed in the previous chapter, comprehensiveness and access are the twin issues central to the mission of the system. In the context of a community college, comprehensiveness connotes that the curriculum of the college offers both occupational and college transfer programs along with courses to prepare students to enter these programs; that the college has a broad, vigorous continuing education offering; and that the college offers a broad range of services to students and community residents. The national commission's statement provides appropriate goals for a comprehensive curriculum.

Education for work has been a key component of the community college mandate from the first.

(*Building Communities*, p. 19)

A comprehensive community college curriculum is also a changing community college curriculum. New occupational programs continually emerge to meet changing needs. Other programs fulfill their needs: they di-

minish and are retired. Also, Virginia is in the process of strengthening its secondary school curriculum. These changes must be appropriately reflected in modifications to the community college programs with which the curriculum articulates.

RECOMMENDATION II-3.

The VCCS should cooperate with the State Department of Education to study the state standards of learning as they change and to plan for curriculum revision at the college level.

We conclude that strengthening general education is one of the most urgent obligations community colleges confront.

(*Building Communities*, p. 17)

CORE OF COMMON LEARNING

The national commission made the strongest possible case for community colleges taking responsibility for strengthening general education. This is not a new idea, nor is it an easy task. There is little debate that there is a core of common learning every educated person should know. But little agreement exists as to what makes up that core.

The national commission knew that when it stated the following:

> This is an awesome agenda. It calls for more than idealized statements in catalogs. The larger perspective we have in mind means more than a grab bag of unrelated courses. We are convinced that an effective general education is one that provides students a more integrated view of knowledge and a more authentic view of life. This should be the goal of every community college in the nation.[2]

And the community college may be the ideal institution in which to integrate the concepts of education for work and education for life.

RECOMMENDATION II-4.

The VCCS should foster citizenship responsibility through the inclusion of basic information on geography, history, and national, state, and local government in its programs. This is particularly important for occupational-technical programs.

Americans remain shockingly ignorant about the heritage of other nations.

(*Building Communities*, p. 18)

INTERNATIONAL STUDIES AND FOREIGN LANGUAGES

America is not an island complete in itself. It is part of a global village in which decisions made in foreign lands have almost immediate impact on our lives. Yet recent studies have shown that American youth rank very low in their knowledge of geography or foreign cultures.[3] This lack of knowledge is dangerous and represents a serious challenge to Virginia's community colleges.

Foreign language skills, as well as geographic and cultural knowledge, are essential if America is to take its rightful place in the global economy. An awakening interest in learning other languages now exists, and the community college is the logical place to go to find languages taught well.[4] Community/international partnerships are also discussed in Chapter IV, Partnerships.

RECOMMENDATION II-5.

The VCCS should develop innovative delivery systems for the teaching of foreign language skills to business, industry, government, and community groups interested in the conversational skills necessary in an international community.

RECOMMENDATION II-6.

The VCCS should study the inclusion of foreign languages in the core of common learning of curricular programs.

LEARNING FOR A LIFETIME

Community colleges have long espoused the concept of lifelong learning. At times the term may have become a cliche or slogan with much of its meaning lost from overuse. This is unfortunate, for the concept has never been more appropriate nor more timely. The national commission stated the issue thus:

> By the year 2000, a community college's success in building community will be measured, at least in part, by how often its students return to college, not only for refresher courses, but for new and different career preparation and life enrichment.[5]

This topic will be expanded in Chapter III, where the community college's role in economic development and community service is discussed, and in Chapter IV, where partnerships with schools, colleges, and employers are explored.

DEVELOPMENTAL STUDIES

Developmental studies are courses or programs designed to prepare individuals to succeed in college-level work. They may be required because the student did not take a particular subject, such as chemistry or advanced algebra, in high school; or because the student did not achieve a high enough level of proficiency in high school; or because the student did not complete high school; or, in the case of many adult students, because skills have become rusty with the lapse of several years since they were last used.

> Ideally, remedial instruction in higher education would be unnecessary. Students would all have obtained, by the time they graduated from high school, the skills and knowledge necessary to do college-degree credit work. In reality, as many as half of the students entering college today need some remedial coursework.[6]

With this statement a joint State Council of Higher Education/VCCS report introduces the delivery of remedial instruction. There has never been a time, nor is it likely that the time will soon come, when every person who would like to come to college is fully prepared to do college-degree credit work. The reasons why underprepared persons seek college work are many: some, with maturity, have gained the motivation they lacked in high school; some have developed new goals for which the curriculum they pursued in high school did not fully prepare them; some simply need to refresh knowledge and skills they once had; and, regrettably, some were poorly instructed in high school. Whatever the reason, many are able but unprepared. Beyond simple

humanitarian concerns, which would be sufficient, they represent too great a resource to be lightly discarded.

While the enabling legislation creating the Virginia Community College System did not specifically mention remedial or developmental education,[7] the State Board for Community Colleges included "pre-college and pre-technical preparatory programs" in its initial definition of a community college.[8]

The State Council of Higher Education/ Virginia Community College System Joint Task Force on Remediation will issue its report at about the same time this document is published. This report will provide policy guidance for developmental studies toward the year 2000. It is expected to address such matters as the minimum levels of competence for student entry into college level writing, reading, and mathematics courses; assessment of student learning in remedial programs; development or expansion of student tracking systems; and the feasibility of community colleges providing remedial work to students at four-year institutions as well as their own. The task force report will also likely provide procedural guidance for the administration of developmental programs. The recommendations of this task force will provide guidance in the area of developmental education toward the year 2000. Through this report, the State Board for Community Colleges will address the concerns of the charrette participants regarding certain recommendations in the draft report.

RECOMMENDATION II-7.

Community colleges must remain innovative and flexible in their approaches to developmental education and understand that developmental education consists of more than classroom instruction. Each college should ensure that adequate student support services, such as staffed learning laboratories, diagnostic and placement testing, academic advising, and counseling are provided; an appropriate diversity of instructional methodology is employed; and the latest technology based on the changing body of knowledge and teaching styles are constantly employed.

RECOMMENDATION II-8.

Virginia community colleges should refer students identified as reading below the fifth grade level, or with acute mathematical deficiencies, to local literacy providers, to community college programs designed for that level, or to other appropriate agencies.

It's no crime to be illiterate. But two-thirds of those in Virginia prisons are illiterate or little better.

(Charles Cox, *Richmond Times-Dispatch*, July 1, 1985)

LITERACY

Adult literacy education can be thought of as a special case of developmental studies or as a separate topic. Whichever definition is used, literacy education focuses on basic language and computation survival skills. Literacy education should bring the student to the point at which the type of developmental studies de-

scribed above could take over and the student might even ultimately achieve success in regular college work.

Virginia, like the nation as a whole, suffers an unacceptable dropout problem. As a result, many adults have not completed high school; some left school even earlier. The magnitude of the current problem of adult illiteracy is vividly described in the governor's 1988-90 budget recommendations.

> One out of every five Virginians over the age of 25 has completed only eight years of schooling--or less. That means three-quarters of a million of Virginia's citizens may be functionally illiterate. Virginia pays a high price for illiteracy, both in real dollars and in human potential.
>
> - The illiteracy rate in Virginia is estimated at 13 percent, or 476,000 adults aged 20 or older who read below the fourth grade level or who don't read at all.
> - Over 75 percent of Virginia's unemployed lack the reading skills that could get them a job.
>
> Adult education in Virginia reaches only a small number of those in need. The number of Virginians in adult basic education programs increased slightly in 1986 (3.8%), but total enrollment in adult secondary education programs has declined 42.4 percent since 1981. Virginia ranks 48th among the states in its level of effort in adult basic education.[9]

Many dropouts possess only the most rudimentary literacy skills; some lack even these. In 1985, Charles Cox, writing in the *Richmond Times-Dispatch*, reported that roughly one in five adult Virginians are functionally illiterate: "Forget about their prospects in the high-tech society; most of them barely make it in a low-tech society."[10] They are with us. Many have the ability, and many now have the maturity and motivation to gain the basic skills necessary for today's society. Some will even perform successful college work. But they will require special programs.

In the past the Commonwealth's response to adult illiteracy has been both minimal and fragmented. About a year ago, however, under the leadership of Virginia's First Lady, Mrs. Jeannie Baliles, the state began a coordinated effort to overcome this problem. A state literacy coordinator was named, and some seed money was appropriated to develop a statewide program. Regional literacy coordinating committees have been established, with community college personnel in the vanguard of many.

RECOMMENDATION II-9.

Each college should develop an agreement with the regional literacy coordinating committee in its area specifying the college's involvement in literacy services for the region. Each college should also develop a directory of support services that it can provide and disseminate the directory to the appropriate regional literacy committee. Further, the VCCS should disseminate to all colleges an overview of effective literacy strategies and projects.

RECOMMENDATION II-10.

Each college should take the lead in initiating agreements to provide workplace literacy training for business and industry. Further, in order that small businesses may participate in workplace literacy training in a cost effective manner, each college should consider the development of a small business consortium.

RECOMMENDATION II-11.

By 1992 the State Board for Community Colleges should evaluate the community college's involvement in literacy efforts; assess the Commonwealth's efforts to check adult illiteracy; define the future directions of community college involvement; and request appropriate resources.

III. THE COMMUNITY

COMMUNITY EDUCATION AND COMMUNITY SERVICES

Community services have been integral to the mission of the Virginia Community College System since its establishment in 1966.[1] During the decade of the 1980's, the community services function, separated into community education and community services in Virginia, has been the subject of increased debate nationwide. The debate has been fueled by the emergence of social and economic trends and related issues that will shape the next century. In a policy statement on the continuing mission and future role of community services and continuing education, the National Council on Community Services and Continuing Education has described several societal needs that will require changes in the education and training of citizens.[2]

According to this policy statement, America is in a transformation, the impact of which will be equivalent to the Industrial Revolution. But this transformation will occur over a period of 20 to 40 years rather than throughout the course of an entire century.[3] Moreover, the statement asserts, changes will occur in the composition of the work force, and in technology and knowledge. A result, according to the statement, is that

> Knowledge becomes the major commodity of the Information Age resulting in a learning society in which "education beyond the high school is moving from a full-time commitment for four years to a part-time commitment for forty years."[4]

RECOMMENDATION III-1.

The VCCS should expand opportunities for lifelong learning, which is fundamental to the comprehensive mission of community colleges.

Coupled with changes in the economy and with concomitant pressure to increase productivity to maintain economic competitiveness, the future challenges to education are great. The policy statement concludes aptly:

> The effective educational mode for a strong economic future is one that prepares participants for change; it is one that meets the human resource requirements of a rapidly evolving, information-based, high-tech economy.[5]

If Americans are to be well-informed, education for citizenship must become a lifelong process.

(*Building Communities*, p. 23)

Virginia can be proud of its record in community services and community education. For instance, Northern Virginia Community College, the system's largest college, was recently cited as one of only four "American community colleges that are prototypes of community based education philosophy."[6] The future debate on community services in Virginia will likely focus on refining the definition of community services to reinforce its value to society; on reaffirming its significance to the mission of community colleges and its significance to the state; and, in so doing, on setting the stage for establishing a stable funding base. This direction was substantiated by the national commission, as it stated the following:

> Continuing education courses can be practical and helpful, of course, but they should not trivialize the meaning of colle-

giate study. We believe that *all* courses--whether they are offered in the day, during evenings, or on weekends--should impart knowledge, develop skills, and clarify values. They should not be only entertaining.[7]

And it is through community education and community services of unquestioned quality that much of the system's effort in economic development will take place. The following recommendation would strengthen the present state board policy statement in this area.[8]

RECOMMENDATION III-2.

The State Board for Community Colleges should expand its policy statement on community services as follows: *(The proposed new language is in italics.)*

> *Community colleges should provide a rich array of adult and continuing education programs to encourage lifelong learning and to help citizens meet their personal, civic, and career goals. These programs should be a high priority, draw upon the total available resources of the college, and reflect both community needs and the educational strengths of the institution.*
>
> **The facilities and personnel of each community college shall be available to provide specialized services to help meet the cultural and educational needs of the region served by the community college. This service includes programs not conducted in classrooms such as cultural events, workshops, meetings, lectures, conferences, seminars,** ***forums for discussion of community problems,*** **and special community projects which are designed to provide needed cultural and educational opportunities for the citizens of the regions.**

Noncredit community education and community services offerings currently do not contribute to the full-time equivalent student (FTES) enrollment of a college and must produce sufficient revenue to cover all direct expenses plus 30 percent overhead.

RECOMMENDATION III-3.

The State Board for Community Colleges should request that the General Assembly establish the eligibility of three areas of community service programming for state funding:

Area I: programs structured to provide skills and/or knowledge for occupational improvement, such as agriculture and food production, business and industry, clerical and office services, education, engineering, government, health and social services, law and law enforcement, the professions, technology and technology transfer, and trades;

Area II: programs organized to provide help in the solution of problems confronting the state, such as aging, citizenship, community development and housing, criminal justice, environment, health and safety, and human relations and communications; and

Area III: programs designed to address the needs of targeted populations, such as displaced homemakers, the educationally or economically disadvantaged, the functionally illiterate, the unemployed and underemployed, and welfare and public assistance recipients.

Community service programs eligible for state funding should meet defined standards to assure quality comparable to the credit programs.

State funding support for community service programs should be based on specified criteria, namely:

A: 15 contact hours in community service programs should equal 1 semester credit for the purpose of computing an equated annual FTES.

B: Funding should be phased in over a three-year period as follows:

1989-90: 30 percent overhead dollars should be replaced by general fund dollars on 80/20 ratio;

1990-91: state funding should be provided on a 50/50 ratio of state support to tuition support;

1991-92: state funding should be provided on an 80/20 state fund to tuition fund ratio.

ECONOMIC DEVELOPMENT

Community college involvement in economic development in Virginia is broad in scope. From the beginning, state leaders have been interested in the potential of community colleges to train new workers and to retrain current workers as technology changes.

RECOMMENDATION III-4.

The VCCS should assure that communication between the Virginia Department of Economic Development and VCCS colleges remains open. Further, the VCCS should support the coordination of programs between the colleges and the department.

RECOMMENDATION III-5.

The VCCS should continue and enlarge its work with the Governor's Employment and Training Council and other appropriate coordinating bodies to clarify and strengthen the community college role in providing cost effective sponsored training, such as Job Training Partnership Act programs.

What the land-grant county agent did for the farmer a century ago, the community college is doing for the Information Age industrialist today.

(*Building Communities*, p. 22)

Technology Transfer

Training and retraining are not the only roles of community colleges in economic development. Community colleges can also be

a great community enrichment asset in attracting new industry and retaining existing industry. In 1987, the Virginia Community College System and the Center for Innovative Technology began an experimental program to design, conduct, and evaluate the delivery of specific technology transfer and economic development services to local businesses and industries.[9] The purpose of the program is to make available technical and scientific resources to improve the economic performance of Virginia's businesses. Emphasis in the program is on small- and medium-sized businesses. The program provides three types of services: education and training, modern technology, and business development resources.

The pilot programs are located at nine community colleges and are staffed with full-time program directors. They are responsible for working with local industries to identify their educational and technical needs and to broker services from public higher education and the private sector to meet these needs. Future plans are to expand the program to all colleges in the system. Through such programs, community colleges will be able to aid local economic growth by helping businesses improve their productivity and competitiveness. Many benefits will accrue to the state as a result of the commitment of community colleges to this important part of their mission.

RECOMMENDATION III-6.

The VCCS should work with the Center for Innovative Technology to broaden the experimental technology transfer and economic transfer program to include all colleges in the system and to strengthen and broaden the role of the program to include problem areas other than "high-tech."

Economic Development Centers

Other programs, in addition to the Economic and Technology Development Pilot Program, exemplify the system's commitment to economic development.[10] They are best characterized by their unique efforts to identify and respond to local needs. Many colleges have established centers that offer a variety of services to businesses and industries. New River Community College, for example, has established the New River Valley Center for Training and Development; Northern Virginia Community College has established a Center for Business and Government Services; Southside Virginia Community College has a Center for Economic Development; Blue Ridge Community College sponsors a Loaned Executive/Loaned Professional Program; and Virginia Western Community College has established an Institute for Business Development.

RECOMMENDATION III-7.

The State Board for Community Colleges should include in its legislative plan the promotion of economic development through the establishment and staffing of economic development centers at each college.

In-State Tuition

Currently, persons must have established their domicile in Virginia for a full year before they are eligible for in-state tuition rates. The out-of-state tuition rate is about five times as high as in-state tuition since, as a matter of legislative policy and practice, out-of-state students are expected to pay the full cost of their community college education. This very high out-of-state tuition rate combined with a relatively long residence requirement inhibits the ability of community colleges to serve new and

expanding industries. This can be a critical factor in plant location decisions.

RECOMMENDATION III-8.

The State Board for Community Colleges should request that the General Assembly provide in-state tuition privileges for employees and their families who move to Virginia and establish Virginia residency as a result of company expansion or relocation.

IV. PARTNERSHIPS

Virginia's community colleges have, from their inception, occupied an important niche in Virginia's system of public education. Through their comprehensive mission, statewide distribution, and commitment to access and quality they fill an important gap between secondary schools and four-year colleges. As these colleges have matured, they have also formed other alliances from which their communities benefit.

PARTNERSHIPS WITH ELEMENTARY, MIDDLE, AND SECONDARY SCHOOLS

In recent years, numerous reports have called for reform of public education.[1] The reports note aptly that too many students are coming to higher education without the knowledge, skills, and attitudes necessary to succeed in college. In future years, the problems will be magnified as society is transformed by the Information Age. The ultimate result will be that the gap between what students know and what they need to know will widen.

Partnerships with Elementary and Middle Schools

In past years, Virginia's community colleges have had limited involvement with elementary and middle schools. They could, however, have an important constructive role not only in rebuilding public education, but in helping shape it. Perhaps the most important role community colleges can play with elementary and secondary schools, however, is to help reduce the dropout rate by working with these schools to assist young students and their parents in identifying opportunities for their future.

Partnerships with Secondary Schools

Unlike the partnerships between community colleges and elementary and middle schools, the partnership between community colleges and secondary schools has a long history. Both formal and informal agreements have existed between community colleges and local school divisions since the community colleges were established in 1966. Such agreements have typically included the sharing of facilities and equipment, and the provision of advanced placement credit for students.

According to Suydam the need for formally articulated occupational programs was officially recognized with the implementation of the 1979 State Plan for Vocational Education in Virginia.[2] A research project, jointly sponsored by the Department of Education and the Virginia Community College System, was awarded to VPI&SU to develop a model for formal articulation throughout Virginia. The plan also called for model articulation projects to be established in four regions of the state: central Virginia; Tidewater; southwest Virginia; and the Shenandoah Valley. The goal of these special projects was to establish articulation

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. . . strengthening connections beyond the college . . . will become a key strategy in the building of community.

(*Building Communities*, p. 35)

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procedures for vocational-technical programs based on established standards of knowledge, skills, and attitudes. Collectively, these projects yielded an articulation model; increased funding for the initiation of formal articulation agreements; well-organized written in-

formation on articulation projects; and increased contact and information exchange between secondary school and community college faculty and administrators.

In 1986, a major step to advance articulation was made when a joint vocational-technical education committee, consisting of two representatives from the Virginia Board of Education and two from the State Board for Community Colleges, was formed. The committee serves to oversee the development and implementation of a comprehensive articulation plan and to encourage development of articulation agreements in new program areas.

There exists in our nation a mismatch between poorly or narrowly skilled workers and present and future work place requirements.

(*Building Communities*, p. 38)

An important outcome of the committee's work came in November, 1987, when the governor announced a plan for articulation of all occupational programs offered by the community colleges with all vocational-technical programs of the secondary schools.[3] This initiative expands the formal agreements that now exist between the 65 school divisions throughout the state and the 23 community colleges. It will also expand the 2+2 model projects located on the Virginia Peninsula, in Lynchburg, and in Winchester. The 2+2 programs are a special form of articulation involving two years of secondary vocational education combined with two years of technical instruction at the community college level. These programs have been developed through the cooperation of business, industry, and government leaders, working with leaders at the secondary and community college level, to meet the needs of employers.

The expanded partnership between secondary schools and community colleges will enable the state to make better use of financial resources and provide better services to students pursuing careers in technical fields. It will also promote articulation in advanced technological occupations such as telecommunications and robotics, thus maintaining a trained work force that will benefit businesses, industries, and economic development throughout the state.

RECOMMENDATION IV-1.

Each college should assess the needs for and establish additional partnerships with elementary, middle, and secondary schools to encourage academic excellence, enhance career awareness, reduce the dropout rate, provide faculty enrichment, promote continuity in general education and technical studies, and increase the percentage of students pursuing postsecondary education.

PARTNERSHIPS WITH FOUR-YEAR INSTITUTIONS

The diversity of Virginia's institutions of higher education is one of its strengths. However, this diversity inhibits uniform statewide articulation agreements. In Virginia informal processes have worked well. Each four-year college and university provides a transfer guide for community college students. These guides generally provide information on the university's preferences regarding community college transfer courses for different curriculums and other general information. Different

programs, even within the same university, may have different requirements. Therefore information on specific programs usually must be obtained from the college or university department.

In 1983, the Secretary of Education and the state-supported colleges and universities published *Transfer Policies and Practices: Virginia Community College System to Virginia's State-Supported Colleges and Universities.*[4] The transfer guide was comprehensive in that it described the general transfer policies and procedures at each college and university; it showed specific degree programs offered by the community colleges that were transferable to the senior institutions; and it contained a section that indicated whether a community college course would transfer and whether there were restrictions on its application to a baccalaureate degree.

In future years, other cooperative arrangements can be expected to expand as student assessment plans are implemented. These arrangements probably will consist of statewide agreements for basic transfer programs and college-by-college agreements for unusual transfer and occupational programs.

RECOMMENDATION IV-2.

Each college should assess the needs for and establish additional partnerships with senior colleges which strengthen the transfer function of the college and which increase the transfer rates of all students, particularly Asians, Hispanics, and blacks.

ALLIANCES WITH EMPLOYERS

As discussed in the previous chapter, Virginia's community colleges have a history of successful ventures with the state's businesses and industries. Well-trained faculty, modern facilities, state-of-the-art equipment and programs, and courses that keep abreast of changing educational needs are some characteristics that make the business, industry, and college partnership viable. In addition, community colleges have been able to adapt to offer programs and services at times and locations needed by businesses and industries.

Many varied activities demonstrate the commitment of community colleges to sustain the business, industry, and college partnership. Currently, several colleges have established centers where business and industry representatives and college staff work cooperatively to identify both training and retraining needs. Often, retraining programs and related services have been designed for workers who have been displaced when companies close or relocate. Other services include management consultation to address a variety of problems experienced by area employers.

Education is, or should be, a seamless web . . . school/community college partnerships should be strengthened.

(*Building Communities*, p. 36)

To aid new industries, most colleges have identified college staff who, along with state economic developers, become part of a local contact team.[5] Colleges with special business-oriented centers frequently coordinate the activities of groups such as the Small Business Administration, local literacy councils, local school systems, and planning district offices to

provide services that will benefit both new and existing businesses and industries.[6]

Alliances with employers work two ways. Employers also assist community colleges by providing opportunities for faculty members to stay up-to-date in their field, by providing cooperative work-study opportunities for students, by providing access to state-of-the-art equipment, and by filling many other supportive roles.

. . . many community colleges have assumed leadership in establishing collaborations with employers . . .

(*Building Communities*, p. 38)

The future of such endeavors holds great promise not only for employers, but for colleges and the economic advancement of the locality as well. The ultimate goal for businesses and industries is to enable them to increase productivity in an increasingly competitive environment.

RECOMMENDATION IV-3.

Each college should develop strategies for encouraging, coordinating, and assessing additional partnerships among business, industry, and government which promote economic development; provide training and retraining of the work force; and increase exchanges between educators and employers to keep faculty expertise closely related to work force needs. Additionally, each college should assume leadership for establishing partnerships which promote high standards of productivity and commitment to quality in order to ensure long-term economic growth.

COMMUNITY/STATE ALLIANCES

One of the important evolving roles of community colleges in Virginia has been their participation in implementing state initiatives, such as the inmate education program involving Southside Virginia Community College.[7] The partnerships in such endeavors frequently include community colleges, state agencies, and community groups.

As a part of the inmate education program, the college offers associate degrees and academic support for vocational programs at three prisons. Planning for the programs is a joint effort between the college and the Department of Correctional Education. The goal is to help inmates prepare for successful reentry into society. Earlier in his term, Governor Baliles added an important incentive for the program by establishing a Literacy Initiative Program that requires inmates to earn a GED to be eligible for early release.

RECOMMENDATION IV-4.

The VCCS should continue to take an active role in providing education and employment training for incarcerated persons to prepare them for transition and return to society.

In the future, other partnerships that meet specific state initiatives or that solve problems, such as unemployment, of concern throughout the state, should be developed systemwide. Good precedents have been set by the prison education programs at several

colleges, and also by the training program developed collaboratively between the VCCS and the Virginia Department of Transportation (VDOT). The purpose of this program was to support the governor's initiative to improve and expand Virginia's highways. The community college system was chosen to provide a sequence of comprehensive training programs for the new employees of the VDOT. These programs were developed by the community colleges serving the eight regional VDOT centers throughout the state in collaboration with local VDOT personnel. The colleges drew upon existing programs in order to complete the training in a relatively short time. The future need for such partnerships is underscored by the following recommendation:

RECOMMENDATION IV-5.

Each college should take the lead in building additional partnerships with community agencies, organizations, and governments which promote increased community leadership and citizenship and which assist with the elimination of community problems such as illiteracy, unemployment, and underemployment.

COMMUNITY/INTERNATIONAL PARTNERSHIPS

Governor Baliles, in an address to the Association of Virginia Colleges, made a poignant statement that has numerous implications for international education. He noted:

> Americans must understand a basic fact: The best jobs, the largest markets, the greatest profits and the brightest futures will belong to those who understand the world and its many cultures.[8]

In this same address, the governor asked a critical question: "Has our educational system become a sanctuary from the world, from other cultures?" Many would answer that it has.

Within the VCCS, some colleges have already recognized the need for international education.[9] Colleges have met to share information and formulate plans to form a Virginia Community College International Education Consortium. Central Virginia Community College, with other colleges in the Lynchburg area, has developed an extensive internal program for business and industry. Other colleges have study abroad programs for their students and exchange programs for faculty. Tidewater Community College has been a leader in the system through the work of its International Education Task Force. Supported by the State Council Funds for Excellence Program, the college, in summer 1988, held a seminar for nineteen faculty on curriculum development in East Asia. This seminar was the first of its kind in the system and one of a few in both the region and nation.

RECOMMENDATION IV-6.

The VCCS should explore and develop opportunities for the colleges to establish international partnerships with foreign governments and colleges for the following purposes:

- **promoting international awareness;**
- **sharing technology and instructional systems;**
- **providing for student, faculty and staff exchanges; and**
- **linking the community with the international partner.**

Related concerns were previously discussed in Chapter II, Curriculum.

PARTNERSHIPS WITHIN THE VCCS

Colleges within the VCCS also form partnerships with each other. Perhaps the most notable examples are in the area of distance education via telecommunications.

RECOMMENDATION IV-7.

Each college should be a part of a VCCS statewide educational telecommunications network to provide improved opportunities for students and increased faculty and staff development.

V. THE CLASSROOM AND INSTRUCTION

In community colleges, perhaps more than in any other segment of higher education, the instructional mission is paramount. Their clientele is more diverse in age, personal and educational goals, and prior academic attainment than those of other higher education institutions. Community colleges are teaching institutions. They must be, and often have been, leaders in applying new techniques and new technology to the task of instruction. Technology does not, however, reduce the importance of the individual caring, creative, innovative faculty member who must coach, inspire, encourage, and guide as much as instruct. In this unique individual, more than any other, resides the strength of community colleges in Virginia and throughout the country.

The community college should be the nation's premier teaching institution.

(*Building Communities*, p. 25)

EXCELLENCE IN TEACHING

In *Building Communities*, the Commission on the Future of Community Colleges set forth the proposition that each community college faculty member should be a dedicated scholar.

> In addition to the scholarship of *discovering* knowledge, through research, it is also important to recognize the scholarship of *integrating* knowledge, through curriculum development, the scholarship of *applying* knowledge, through service, and above all, the scholarship of *presenting* knowledge, through effective teaching. These are areas of vital importance to community colleges.[1]

The national commission also strongly supported the concept that a new strategy for evaluating teaching and learning is key to quality in the community college classroom. This new strategy, proposed by Professor K. Patricia Cross, is to consider faculty members, classroom researchers who systematically observe their students' reactions to the teaching process and make a clear connection between how they teach and what students learn.[2]

To achieve excellence in the classroom, quality instruction must be consistently rewarded.

(*Building Communities*, p. 26)

The commission also proposed that salary and evaluation decisions should be based primarily on teaching effectiveness.[3] History and practices in Virginia are not far afield from this proposal. All faculty members are evaluated on the effectiveness of their teaching as well as their participation in professional and community activities. Techniques and strategies vary from college to college, but the underlying policy is the same.

RECOMMENDATION V-1.

The VCCS should establish a program of Chancellor's Commonwealth Professor appointments to recognize and support teaching excellence in the Virginia Community College System. These appoint-

ments might have the following features:

- **three-year terms;**
- **a stipend in addition to base salary; and**
- **appropriate release time to support the conducting of a self-directed project of personal and professional development related to teaching responsibilities.**

The Commonwealth Professors might do the following:

- **participate periodically in VCCS sponsored Commonwealth Professor seminars dealing with interdisciplinary topics and issues confronting community college education; and**
- **be available to serve in various advisory capacities to the chancellor on matters relating to curriculum, instruction, and faculty welfare.**

Chancellor's Commonwealth Professors should be selected through a process of rigorous institutional and systemwide peer review involving nomination by their respective institutions and review by a panel that would select systemwide a limited number of candidates for appointment by the chancellor.

TECHNOLOGY AND TEACHING

Educational technology includes the use of tried and true tools such as motion pictures, slides, filmstrips, tape recordings, telephones, televisions, and programmed instruction machines. It also includes newer devices such as computers (both microcomputers and mainframe computers), video discs (alone and in conjunction with microcomputers), satellite communications, computer assisted design (CAD), computer assisted manufacturing processes (CAM), and an ever-increasing list of enhancements to the above.

Technology can affect the way community colleges contact students; it can affect the way instruction is delivered; it can assist counseling by helping to identify students with potential problems in time to intervene;[4] it has profoundly affected how the business of the college is transacted; and it has the potential to revolutionize library operations.

The goal should be to use technology as a means, not an end.

(*Building Communities*, p. 28)

The potential for technology to enhance the teaching and learning process is immense. The use of technology is not, however, an end in itself, and far too often expected gains have not been realized. For instance, while educational television is a valuable tool, it has not made the classroom obsolete. Technology, properly applied, can make it more feasible and/or more economical to meet student needs regarding time and location of instruction, to take over routine drill and practice in order to allow the instructor to engage in more productive personal interaction with students, or in some other way to enhance the learning process. When technology accomplishes this at a reasonable cost, it should be considered. When it does not, it should not be used.

Virginia community colleges have considerable sophistication in the use of educational technology. Most colleges now have satellite

downlink capability. All are connected with the VCCS computing network which has a variety of both academic and administrative systems. The two largest colleges in the system,

Appropriately used, technology can increase the quality of human interaction.

(*Building Communities*, p. 28)

Northern Virginia Community College and Tidewater Community College, have the capability of producing sophisticated television programs and of originating programs and classes to be beamed to other colleges via satellite. Other colleges are also developing telecourse expertise in various fields

RECOMMENDATION V-2.

The VCCS should develop a statewide plan for the cost-effective utilization of telecommunication technologies. This plan should include at least the following:

- **a list of common elements of a telecommunications network which are necessary for an integrated system to operate;**
- **recommendations with regard to the changing role and function of college libraries and learning resource centers; and**
- **a common approach to the definition of faculty workload within a telecommunications environment.**

Consideration also should be given to the implications of these instructional technologies for faculty preparation and faculty development.

RECOMMENDATION V-3.

The VCCS should establish statewide cooperative centers of instructional specialization at various community colleges which would provide a distinctive emphasis on an identified aspect of the classroom and instruction. The areas of specialization would include, but not be limited to, the following:

- **telecourse production;**
- **telecourse delivery;**
- **interactive video disc production;**
- **self-paced learning coursework production;**
- **video cassette production;**
- **computer software development;**
- **classroom research;**
- **teaching effectiveness and productivity research;**
- **learning evaluation and assessment research; and**
- **learning and teaching styles research.**

VI. THE FACULTY AND STAFF

The Commission on the Future of Community Colleges emphasized the importance of faculty members as mentors and as scholars. It correctly described how deeply faculty are committed to their tasks and how generously they give of their time to students outside the classroom.

. . . we are impressed by how deeply faculty are committed to their tasks.

(*Building Communities*, p. 11)

But it also described a feeling of fatigue--of burnout--that is present on far too many campuses. Community college faculty members typically teach five or more classes each semester. Faculty members, especially those in rapidly developing technical programs, have difficulty keeping abreast of their fields.

Since the initial expansion of the system, the VCCS faculty and staff have been relatively stable. Many faculty and staff members have been with the system 15 or more years, and many of these have ten or more years to go before retirement. In a very real sense, the trite phrase, *the faculty and staff we have are the faculty and staff we will have*, is appropriate to the VCCS. It is, therefore, important that this faculty and staff be competent, up to date, enthusiastic, and innovative.

RECOMMENDATION VI-1.

The VCCS should review faculty responsibilities and workload policies to assure that these policies are appropriate and that they promote excellence. This review should include consideration of the implication of instructional technologies, teaching loads in terms of credit and contact hours, committee responsibilities, extracurricular activities, action research, planning time, office hours, class size, and the effect of overloads.

FACULTY AND STAFF DEVELOPMENT AND RENEWAL

In addition to efforts of individual community colleges, some of which have been significant, the VCCS has taken a number of initiatives for faculty and staff development over the past several years. These initiatives include an annual week-long leadership seminar, an annual instructional leadership seminar, chancellor's fellowships at major state universities with doctoral programs in community college leadership, development programs at the meetings of the deans and the presidents, and regular state board workshops.

. . . the VCCS has taken a number of initiatives for faculty and staff development. . .

Staff development at all levels is a priority of the Virginia Community Colleges Association (VCCA), an independent membership organization for Virginia community college faculty, staff, students, and board members. The VCCA has conducted highly successful staff development programs at its annual meetings and in special workshops held regionally throughout the state.

The VCCA has also sponsored a number of statewide workshops on such diverse topics as marketing, retention, assessment, technical faculty updating, and program needs assessment along with special training programs for division chairmen and first level student services managers.

Much has been done; much more remains to be done.

RECOMMENDATION VI-2.

The VCCS should develop a comprehensive faculty and staff development program to include the identification and preparation of future teachers and staff. Such a program must emphasize the inclusion of minorities and women with provisions for specific incentives.

RECOMMENDATION VI-3.

The VCCS should develop and seek funding for a faculty and staff professional growth and renewal program. Components of the plan should include sabbaticals and short-term leaves, participation in national and statewide conferences and workshops, retraining and upgrading, working in industry, statewide recognition programs, released time, and endowed chairs. This plan should contain special funding of at least 2 percent of the VCCS instructional budget.

RECOMMENDATION VI-4.

The VCCS should study whether the quota system on faculty ranks should be retained.

FULL-TIME AND PART-TIME FACULTY

Part-time faculty members, called lecturers in Virginia, are a valuable resource. They provide diversity and breadth of experience; they enrich programs with their practical knowledge; and they allow a community college to adjust to unpredictable enrollment fluctuation. However, the number of part-time teachers and the proportion of total instruction they provide have grown to an alarming level in both Virginia and throughout the nation. The national commission reported the following information:

> Today, part-time teachers comprise about 60 percent of community college faculty, and it is estimated that about 25 percent of all community college credits are earned through classes taught by part-time teachers.[1]

As shown in Table 5, the proportion of part-time faculty and their share of the total teaching load are both considerably higher in Virginia than in the national data cited by the national commission. Notice, however, that the number and load of part-time faculty decreased between 1981 and 1984, when enrollments declined but full-time faculty increased. Since 1987 was the first year in which enrollment increased after several years of decline, most of the increased enrollment in 1987 was handled by part-time faculty.

Both the Committee on the Future of the Virginia Community College System and the national commission viewed the increasing number of part-time faculty as a disturbing trend. While lecturers enrich the college in many ways, they are not able--nor are they expected--to advise students, to collaborate in the development of courses and programs, and to be otherwise involved in the life of the college to the same extent as full-time faculty. Too often lecturers are provided far too little orientation, supervision, support, and evaluation. The committee strongly concurs with the following statement of the national commission:

Table 5. Full- and Part-Time Faculty in Virginia Community Colleges, Fall 1981--Fall 1987

1981	Number	%	Student Credit Hours	%
Full-time	1,984	34.5	516,257	62.5
Part-time	3,454	60.0	314,515	35.0
Staff*	316	5.5	22,131	2.5
1984				
Full-time	2,015	36.6	514,999	65.6
Part-time	3,224	58.6	254,037	32.3
Staff	266	4.8	16,442	2.1
1987				
Full-time	1,854	31.5	530,283	60.4
Part-time	3,722	63.2	324,669	37.0
Staff	313	5.3	22,457	2.6

*Full-time administrators and counselors not primarily employed to teach.

Source: Fall Quarter Productivity Analysis Reports

For community colleges to fulfill their potential, part-time faculty, regardless oftheir numbers, must be carefully integrated into the institution. For these colleagues, the need for orientation and professional development is even greater. Above all, part-time faculty should meet high professional standards and be available to students. They, like all college staff, should be carefully evaluated so that high performance can be the basis for reappointment.[2]

RECOMMENDATION VI-5.

The VCCS should develop a policy regarding the selection, orientation, compensation, evaluation, renewal, and use of part-time faculty.

AFFIRMATIVE ACTION IN EMPLOYMENT

In Virginia, the average full-time community college faculty member is 46 years old. Fifty-eight percent are male and 42 percent are female. Ninety-two percent are white, 7 percent are black, and about 1 percent are Hispanic. The corresponding national data are the following:

> The average full-time community college faculty member is 50 years of age. More than half the faculty are male; about 90 percent are white; less than 5 percent are black; and even fewer are Hispanic.[3]

Thus Virginia appears to reflect the nation.

Within the next 12 years--to the year 2000--a very large number of the faculty who now teach will retire. (The national commission reports 40 percent.) The national commission makes a strong case that the method for selecting new faculty will be one of the most important issues community colleges will confront. A faculty that is dedicated to excellence in teaching; a faculty that represents the ethnic and racial characteristics of the community; and a faculty that continuously seeks renewal and self-improvement is an attainable goal. But wise leadership will be required to attain it.

RECOMMENDATION VI-6.

The number of minority faculty and staff in the VCCS must be increased. Each college should implement effective strategies for the recruitment, retention, and advancement of minorities and women as part of its affirmative action plan. Further, the VCCS should conduct a series of special workshops to deal solely with affirmative action matters.

VII. MARKETING AND RETENTION PROGRAMS

Marketing and retention programs have emerged in Virginia community colleges in the past decade partly in response to declining enrollments in the early 1980s and partly as a result of a maturing, more sophisticated understanding of the mission of the colleges. Marketing and retention are often combined in discussions because they both deal with many of the same concepts and techniques.

MARKETING

Marketing is not just selling and promotion.[1] In fact only a small portion of community college marketing is focused on these concepts. Rather, marketing is a carefully formulated program involving analysis, planning,

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Community colleges . . . must now define, with greater clarity and sophistication, their distinctive mission . . .

(*Building Communities*, p. 6)

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and implementation of strategies designed to assure that the programs and services of the college address the real needs and desires of those who attend the college. Marketing involves clarification of the mission of the college with a focus on quality, consistency, and above all the client. It involves a concern that the college should offer quality programs at convenient times at accessible locations at affordable costs, and that potential students know about them. It further involves a concern that college procedures, the demeanor of college employees, and the appearance of college facilities welcome rather than rebuff potential students. Marketing programs focus on potential students.

RETENTION

Retention programs, on the other hand, focus on students already at the college. Retention does *not* result from lowered standards or permissiveness.[2] Only a small portion of students leaving a college prior to

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Over the next decade, the goal should be to reduce, by 50 %, the number of students who fail to complete the program in which they are enrolled.

(*Building Communities*, p. 11)

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program completion do so for academic reasons. Successful colleges have found that student retention is a by-product of student success and satisfaction. When students find that their needs are being met and that the college is facilitating their success in the classroom and helping them translate that success into their lives beyond the campus, education becomes a clear priority for them, and they return to the campus.

VCCS MARKETING AND RETENTION ACTIVITIES

The Virginia Community College System has had an active marketing and student retention emphasis since 1985. The system has sponsored activities in which nationally recognized experts in community college marketing and retention have provided instruc-

tion on the theory and practice of marketing and retention; it has provided opportunities for practitioners at the colleges to share effective programs with their colleagues across the state; it has conducted and sponsored research in support of marketing and retention efforts;[3] and it has published reports that celebrated exemplary practices in order to encourage others to emulate them.[4,5,6] These efforts have produced solid results. The enrollment declines of the early 1980s have been reversed, and both headcount and full-time equivalent student (FTES) enrollments continue to climb.

RECOMMENDATION VII-1.

The VCCS should develop a system-wide comprehensive marketing plan focusing on the enhancement of the stature of community colleges in Virginia.

RECOMMENDATION VII-2.

Each Virginia community college should develop and implement a comprehensive marketing plan and a comprehensive retention plan. Also, the VCCS should provide mechanisms for colleges to share elements of the plans.

RECOMMENDATION VII-3.

The VCCS system office and each college should conduct quality marketing research. The results of such research should be communicated throughout the system and should be used in the development of current and future marketing plans.

RECOMMENDATION VII-4.

Each college should develop or improve programs which give attention to the retention of students who begin their studies at the community college. These programs should include but not be limited to improved faculty advising programs; early alert and intervention systems for at-risk students; improved orientation programs for full- and part-time students; programs to encourage effective customer relations and caring attitudes among faculty, administration, and staff; strengthened student activities programs to encourage a greater sense of community among students and greater out-of-class contact between faculty and students; and entry level assessment and placement programs to ensure that students are properly prepared for successful completion of college-level courses.

Communicating with the Public

The appropriations act has, for many years, contained restrictions on the use of public funds by institutions of higher education for the purpose of advertising for students. This restriction predates the establishment of the community college system; however, it has been made more severe in recent years. This restriction is a serious impediment to the ability of community colleges to communicate effectively with target audiences in their service areas.

RECOMMENDATION VII-5.

The State Board for Community Colleges should request the General Assembly to modify current restrictions on the use of public funds for advertising to allow community colleges to effectively communicate with their target audiences.

VIII. FACILITIES

The system owns 4,159 acres of land on 35 sites. There are currently 130 major academic and 180 temporary and support buildings in the system. These 310 buildings have an insured value in excess of $309,000,000, and they have a gross inside area of 4,303,403 square feet. The age distribution of the major academic buildings is detailed in Table 6.

Table 6. Major Academic Buildings on VCCS Campuses

Age of Building	Number of Buildings	Gross Inside Area (Sq. Ft.)
0 to 5 years	13	406,029
6 to 10 years	16	463,740
11 to 15 years	33	1,428,484
16 to 20 years	37	1,294,689
21 to 25 years	12	163,796
More than 25 years	19	408,523
Total	130	4,165,261

Source: Facilities and Engineering Section, VCCS System Office

ADDITIONAL SPACE REQUIREMENTS

New or additional buildings are justified largely on the basis of space guidelines developed by the State Council of Higher Education for Virginia (SCHEV). The number of students, the types of programs, and the manner in which the space is used are factors affecting space requirements. The most recent space utilization study was conducted in 1987 in preparation for the 1988 General Assembly session. The results of this study are reflected in Table 7.

Colleges within the VCCS submitted 28 capital outlay requests to the 1988 General Assembly for an aggregate gross inside area of 780,000 square feet. However, 1988 capital outlay projects for higher education were largely frozen awaiting revenues from the state lottery. (The participants in the charrette strongly concurred with Governor Baliles' stated objective of dedicating lottery proceeds to capital outlay purposes and encouraged that the proceeds be further focused on *higher education capital outlay*.) Planning money was received for 11 of the projects. These and other projects may be considered for funding in the 1989 session of the General Assembly.

Table 7. Space Requirements

Category	Assignable Space (Sq Ft)	Additional Space Needs
Classrooms	404,349	9,518
Class Laboratory	867,262	114,715
Faculty Office	280,590	134,867
Library	340,379	125,681
Physical Education	49,084	224,685
Special Class/Lab	128,730	5,110
General Use	160,832	39,696
Ext & Pub Serv Off	7,463	10,122
Admin Office	247,089	27,164
Phys Plant Oper	85,141	64,494
Organized Act	11,920	8,669
Non-Office Ext	14,199	5,053
Non-Office Admin	93,565	22,927
Total	2,690,603	792,701

Source: *Capital Outlay Recommendations: Volume II - Institutional Project Evaluations 1988-90 Biennium* (Richmond: State Council of Higher Education for Virginia, 1987), pp. 87-161

Note: In determining the additional space needs reported here, space beyond guidelines at one campus was not deducted from space needs at another campus nor was excess space in one category used to offset needs in another category. Data for the Goochland campus at JSRCC and the Portsmouth campus of TCC do not appear to have been included in the SCHEV analysis.

Comprehensive Plan

The present plan for community college campus and center location is based on the study conducted by Rhodes in 1967.[1] This plan has served the system well, but changing

population patterns and evolving changes in mission emphasis make it appropriate to reexamine the question of campus and center location as we look toward the year 2000.

RECOMMENDATION VIII-1.

The State Board for Community Colleges should develop and adopt a revised comprehensive Master Facilities Plan that includes updating the site plan for each of the colleges and that specifically addresses the needs for additional locations for campuses or centers as well as the disposition of existing facilities.

RECOMMENDATION VIII-2.

The VCCS should develop strategies to update facilities to meet the needs created by changes in the curriculum, student demographics, and advanced technology. Such facilities might include space for physical education, student commons, and auditoriums. Further, the VCCS should pursue changes in SCHEV space guidelines and funding priorities to accommodate these changing needs.

. . . it [is] appropriate to reexamine the question of campus and center location as we look toward the year 2000.

New Ground Rules for Community College Facilities

Community services are an integral part of the mission of Virginia's community colleges. Facilities to support this aspect of the mission have, however, traditionally had a low priority. While this may have been appropriate when the system was struggling to place a basic facility in each college region, it is now time for a change. Community services are essential for the college to play its critical role in economic and community development.

RECOMMENDATION VIII-3.

The State Board for Community Colleges should seek to have facilities that support the community service mission assigned a higher priority than in the past and to establish the principle that any facility that supports the mission of the VCCS should receive state funding for maintenance and operating costs.

It is also time to change the ground rules on what the state expects of localities. Localities have provided the campus sites, the initial site development, parking lots, sidewalks, and the like. Now that the basic facilities are in place, it is appropriate that the state assume responsibility for future enhancements and for maintenance.

RECOMMENDATION VIII-4.

The State Board for Community Colleges should request that the General Assembly provide state funding for site acquisitions, site improvements, and site maintenance.

The concept of partnerships, discussed at length in a previous chapter, can result in op-

portunities to share facilities with local private organizations or governmental agencies. Such joint use arrangements could prove beneficial to both parties, and should be encouraged.

RECOMMENDATION VIII-5.

The State Board for Community Colleges should support the concept of facility sharing with local private or governmental agencies.

. . . any facility that supports the mission of the VCCS should receive state funding for maintenance and operating costs.

MAINTENANCE AND RENOVATION REQUIREMENTS

As is demonstrated in Table 6, many VCCS buildings were constructed in the late 1960s and early 1970s as part of the initial expansion of the system. Roofs and major mechanical systems of many of these buildings have completed or are nearing the completion of their economic life cycle. Other repair and maintenance costs also increase with the age of buildings.

Maintenance Reserve Fund

Roof repair and replacement, parking lot lighting repairs, electrical repairs, structural repairs, and heating, ventilating, and air conditioning (HVAC) system repair have been addressed by the funding of a state maintenance reserve fund. Often these expenditures are made to repair facilities after the system has failed. The expenditures and current requirements for maintenance reserve fund expenditures are shown in Table 8.

Table 8. Current Maintenance Reserve Fund Expenditures and Projections

Category	Expended	Projected	Total
Roofs	4,058,293	1,189,902	5,248,195
Structure	262,556	891,091	1,153,647
Electrical	22,944	473,056	496,000
Parking Lot Lighting	86,091	141,268	227,359
HVAC	586,486	2,058,757	2,645,243
Total	$5,016,370	$4,754,074	$9,770,444

Source: Facilities and Engineering Section, VCCS System Office

Note: Expended and projected maintenance reserve funds shown here do not include unfunded maintenance reserve needs. Additional resources are needed to accomplish a growing backlog of maintenance reserve and renovation projects.

RECOMMENDATION VIII-6

The concept of maintenance reserve funding is applauded. The VCCS should strive to assure that the maintenance reserve fund is adequately funded and is vigorously and systematically applied to the maintenance of college facilities.

Major System Replacement and Renovation

The State Board for Community Colleges determined that the planned replacement of major mechanical systems before actual failure should be a key element of its legislative plan for the 1988-90 biennium. This approach avoids costly emergency repairs. Repairs are scheduled for minimum inconvenience. Further, the secondary damages that often occur when major systems fail are avoided. A total

of $6,608,400 was requested for this project, of which $1 million was appropriated in 1988. Projects included in the request are listed in Table 9.

Table 9. Major System Replacement and Renovation Projects - 1988-90

No.	College	Project	Estimated Cost
01	SsVCC-C	Replace Heat Pumps	728,000
02	SsVCC-D	Replace Heat Pumps	728,000
03	BRCC	Replace Heat Pumps	850,000
04	TCC	Replace Rooftop HVAC	471,600
05	NVCC-An	Chiller	252,000
06	TNCC	Renovate HVAC System	375,700
07	JTCC	Heat Pump System	390,000
08	PVCC	Replace HVAC System	318,100
09	DCC-Wyatt	Replace HVAC System	394,000
10	CVCC	Replace Heat Pumps	810,000
11	LFCC	Replace HVAC System	360,000
12	DCC-Hill	Replace HVAC System	230,000
13	PDCCC	Replace Heat Pumps	701,000
	Total		$6,608,400

Source: Long Range Replacement Plan for Major Heating, Ventilation & Air Conditioning Systems, Virginia Community College System, June 1988

RECOMMENDATION VIII-7

The State Board for Community Colleges should continue its emphasis on major system replacement and renovation.

RECOMMENDATION VIII-8.

The State Board for Community Colleges should explore the issuance of bonds, or some other dedicated revenue sources, to obtain funding for the upgrading, repair, and replacement of major infrastructure systems and for new construction projects.

IX. RESOURCES

REVENUE FOR OPERATIONS

In Virginia, and in most other states, state appropriations are the largest source of operating revenue for community colleges. In 1986, state appropriations accounted for almost half (48 percent) of community college revenues nationwide.[1] As is shown in Table 10, that year the Commonwealth provided 63 percent of the operating revenues of the VCCS. However, unlike in many states where community colleges are locally controlled and operated, the VCCS derives relatively little of its operating resources from the localities. Whereas local government funding accounted for 23 percent of the revenues received by community colleges nationwide, Virginia community colleges received 0.3 percent of their revenue from this source. Also, federal grants, the other major source of governmental support, accounted for 7 percent of community college revenue nationwide and 5 percent in Virginia.[2]

We are convinced that the role of community colleges in revitalizing America must be vigorously reaffirmed . . . . These colleges must receive their fair share of support at all levels.

(*Building Communities*, p. 45)

Student tuition remains a relatively larger source of revenue in Virginia than it is nationwide. In 1966, tuition accounted for 16 percent of community college revenues nationwide. However, tuition as a percentage of revenues varies widely from state to state, from a low of 4 percent in California to a high of 43 percent in Vermont.[3] In Virginia, tuition reached 22 percent of total revenue in 1983, but was reduced to 21 percent by the tuition reductions of 1986-87 and 1987-88. The effect of tuition on student access was discussed in some detail in Chapter I, and a recommendation was presented there that the state board should make every effort to further reduce tuition.

THE APPROPRIATION PROCESS

Virginia operates on a biennial budget cycle. While the process by which the governor's budget is developed has varied depending upon the style and preferences of the governor, major elements remain relatively constant.

The State Council of Higher Education for Virginia (SCHEV) has developed normative guidelines for staffing colleges and universities and for funding certain other of their activities. These guidelines, which are driven by enrollment projections and program mix, are always important, but their role in the development of the executive budget proposal has diminished in recent years. Under the "level funding" concept adopted several years ago, the previous level of funding is the most important consideration for future funding. Growth has been funded only marginally, if at all. While salary increases have generally been funded, other cost escalations were not funded for several biennia. This practice has caused a serious deterioration of the real level of support for nonpersonal services. This concern was partially addressed in the budget for the current biennium. But more must be done to return the level of support for such essential items as supplies, utilities, and services to the level existing before the level

Table 10. Revenue and Expenditures: 1983-1988

Revenue

	1983-84		1984-85		1985-86		1986-87		1987-88	
	$/FTES	%	$/FTES	%	$/FTES	%	$/FTES	%	$/FTES	%
Tuition and Fees	724	22.0	797	20.1	911	21.3	880	20.9	898	20.9
State Appropriations	2,055	62.5	2,560	64.5	2,700	63.2	2,740	65.0	2,794	65.1
Local Appropriations	10	0.3	18	0.4	11	0.3	16	0.4	13	0.3
Gifts, Grants & Contracts	399	12.1	472	11.9	538	12.6	454	10.8	455	10.6
Auxiliary Enterprises	55	1.7	70	1.8	52	1.2	84	2.0	90	2.1
Other	45	1.4	51	1.3	61	1.4	43	1.0	42	1.0
Total	$3,287	100.0	$3,968	100.0	$4,274	100.0	$4,218	100.1	$4,290	100.0

Expenditures

	1983-84		1984-85		1985-86		1986-87		1987-88	
	$/FTES	%	$/FTES	%	$/FTES	%	$/FTES	%	$/FTES	%
Instruction	1,609	48.7	1,900	48.1	2,000	46.7	1,992	47.3	2,042	47.5
Public Service	7	0.2	7	0.2	7	0.2	8	0.2	18	0.4
Academic Support	404	12.3	484	12.3	516	12.0	495	11.8	462	10.7
Student Services	277	8.4	365	9.2	348	8.1	338	8.0	342	8.0
Institutional Support	527	16.0	661	16.7	704	16.4	711	16.9	763	17.7
Operation & Maintenance of Plant	256	7.8	293	7.4	310	7.2	306	7.3	309	7.2
Scholarships & Fellowships	159	4.8	163	4.1	319	7.5	266	6.3	257	6.0
Auxiliary Enterprises	43	1.3	60	1.5	48	1.1	80	1.9	79	1.8
Other	18	0.6	18	0.4	28	0.7	14	0.3	29	0.7
Total	$3,301	100.1	$3,950	99.9	$4,279	99.9	$4,211	100.0	$4,301	100.0

Source: "Summary of Current Funds" in Virginia Community College System Financial Statements: 1983-84 through 1987-88.

Note: Sales and services of educational departments are included in other sources of revenue for 1987-88 to be consistent with statements for previous years.

Capital Outlay

	1983-84		1984-85		1985-86		1986-87		1987-88	
	$x1000	%	$x1000	%	$x1000	%	$x1000	%	$x1000	%
State Funds	10,192	67.4	23,188	82.5	20,182	88.5	23,014	90.6	17,022	90.9
Federal Funds	2,195	14.5	1,733	6.2	299	1.3	318	1.3	159	0.8
Local Funds	2,746	18.1	3,197	11.4	2,318	10.2	2,074	8.2	1,543	8.2
Total	$15,133	100.0	$28,118	100.1	$22,799	100.0	$25,406	100.1	$18,724	99.9

Source: VCCS Annual Reports, 1983-84 through 1987-88.

funding concept was adopted. Further, many of the recommendations in this report will require additional funding if they are to be implemented.

In recent biennia, the budget office has invited the proposal of initiatives directed toward the accomplishment of goals delineated by the governor. This process has allowed the system and individual colleges to make specific proposals for unique activities focused on priority concerns of the state. The budget requests for all colleges and the system office are reviewed and consolidated into a single request for the system.

RECOMMENDATION IX-1.

The VCCS should continue to request funds from the General Assembly as a single system.

Budget Guidelines

The enrollment component of the normative standards contained in the so-called "Appendix M" guidelines are based primarily on full-time equivalent student enrollments. This is appropriate for teaching tasks but does not properly reflect the cost of providing services, such as counseling, assessing, placing, advising, and registering, to part-time students. Neither do the present guidelines reflect the additional support required to serve underprepared students. The Committee on the Future of the Virginia Community College System echos and supports the recommendation of the national commission on these matters.[4]

RECOMMENDATION IX-2.

The State Board for Community Colleges should seek changes to the funding base which acknowledge the support and services provided to part-time and underprepared students.

RECOMMENDATION IX-3.

The VCCS should study the further development and refinement of normative standards in all maintenance and operation (M&O) funding categories.

DISTRIBUTION OF RESOURCES AMONG THE COLLEGES

Once the executive budget proposal is presented to the General Assembly and the appropriation process has run its course, the distribution of the aggregate appropriation of operating funds to the VCCS becomes the responsibility of the State Board for Community Colleges. The process whereby this distribution takes place has been refined over the years and is intended to provide for a distribution of resources to the colleges that will give them a consistent opportunity to perform at a reasonable level of quality and comprehensiveness.

The Commission believes community colleges have demonstrated themselves to be good stewards of the public dollar.

(*Building Communities*, p. 45)

The current distribution process takes into consideration such factors as increased faculty and staff productivity possible on larger campuses; the differences in cost and

productivity that are inherent among different types of programs; the increased cost of operating a multi-campus college as compared to a single-campus college of the same overall size; and the difference in utility costs among facilities of different ages and types of construction. In order to encourage efficiency and effectiveness of operations, very little of the resource distribution process is based on the previous year's experience.

RECOMMENDATION IX-4.

The VCCS should continue to study and refine the distribution of resources model in order to maintain equity and a consistency of capability among the colleges.

Enrollments have and will continue to play an important role in resource distribution. Many questions remain, however, as to what enrollment figures should be used. Since hiring decisions must be made well in advance of the beginning of the academic year, should actual enrollment in the previous year or projected enrollment for the current year be the basis for resource distribution? What should happen if a college significantly exceeds, or falls short of, its enrollment target? What should happen if a college meets its enrollment target, but the system as a whole significantly exceeds, or falls short, of its target? Complex issues are involved, and the answers are not obvious. Answers must, however, be found. The nature of these answers may well determine the capability of the system to cope with the divisive effects of the differing enrollment growth patterns across the state described in the introduction to this report.

RECOMMENDATION IX-5.

The VCCS should explore various alternatives for funding of actual or projected enrollments.

EXPENDITURES FOR OPERATIONS

Virginia community colleges operate efficiently, as is shown clearly in Table 11. In 1983-84, the latest date for which comparative data were reported in *Building Communities*, Virginia community colleges expended $3,301 per full-time equivalent student (FTES). This expenditure is 91 percent of the national average of $3,637.

Table 11. Expenditures per FTE Student at Community, Technical, and Junior Colleges, 1983-84

	Nation		Virginia	
Purpose	$/FTES	%	$/FTES	%
Instruction	1,663	46	1,616	49
Academic Support & Library Services	272	7	404	12
Student Services	304	8	277	8
Institutional Support	519	14	527	16
Plant O & M	415	11	256	8
Auxiliary Enterprises	274	7	43	1
Other	190	5	178	5
Total	$3,637	99	$3,301	99

Source: National Data: *Digest of Education Statistics*, Center for Education Statistics, U. S. Department of Education, 1987, quoted in *Building Communities*, p. 46; Virginia Data: Virginia Community College System Financial Report, Fiscal Year Ending June 30, 1984

Note: VCCS data have been reaggregated to conform to national data (see Table 10).

These data are substantiated by a special study performed for SCHEV by the National Association of College and University Business Officers (NACUBO), again using 1983-84 data.[5] In this study Virginia community colleges' total educational and general expendi-

tures were 91 percent of the national median and 86 percent of the median for states in the Southeast (SREB states).

As demonstrated in Table 10, the percentage of revenue coming from a given source or the percentage of expenditures directed toward a particular category has remained relatively constant since 1983-84.

Opportunities for Cost Savings

Resources are always scarce. Community colleges must always be vigilant to opportunities for cost savings that do not adversely affect the capability of the college to fulfill its mission. The charrette participants identified several areas where further automation might provide both enhanced operations and cost savings.

RECOMMENDATION IX-6.

The VCCS should explore the further automation of registration, payroll, accounting, personnel, libraries, preventive maintenance, and other functions which would be enhanced by the use of technology.

The charrette participants also observed that volunteers are available and might provide a rich resource if appropriate college procedures were developed to facilitate their use. Individuals and persons from such groups as SCORE, Green Thumb, and AARP may be available for service as volunteers. Both the colleges and the volunteers would benefit from this practice.

RECOMMENDATION IX-7.

Each college should develop procedures for the increased use of volunteer staff in certain offices and college functions.

X. ASSESSMENT AND ACCOUNTABILITY

A new climate of accountability has redirected national and state attention to the effectiveness of educational institutions. The climate is sustained by numerous questions that have not been answered to the satisfaction of the general public, potential employers, parents, educators, and policy makers in state legislatures. What students learn in college, what they can be expected to do, and whether they will be able to function in a complex world are examples of issues that are being raised. In response to such issues, higher education institutions are being asked to verify how much their students have learned and to demonstrate the ways in which they make a difference.

A critical task of leadership is evaluation.

(*Building Communities*, p. 46)

Ultimately, good answers to recurrent questions serve an important function for public institutions that must be continuously accountable for the effective and efficient use of tax dollars. But beyond the use of assessment of student outcomes to demonstrate accountability, such assessment should serve another critical function, namely the improvement of teaching and learning.

THE VIRGINIA PERSPECTIVE ON ASSESSMENT

The Commonwealth has taken a view of accountability and student assessment that supports institutional autonomy. *The Virginia Plan for Higher Education 1987* characterizes the state's view:

> Virginia has charted a middle course: it has mandated student assessment but has allowed the individual colleges to develop or choose those assessment methods most appropriate to their very diverse characters and missions.[1]

CHRONOLOGY OF ASSESSMENT INITIATIVES

In 1985, the Virginia General Assembly through Senate Joint Resolution No. 125 directed the State Council of Higher Education for Virginia "to investigate means by which student achievement may be measured to assure the citizens of Virginia the continuing high quality of higher education in the Commonwealth." The study, Senate Document No. 14, was accepted by the 1986 General Assembly in Senate Joint Resolution No. 83. In that resolution, institutions of higher education were requested first to use guidelines, jointly established by the state council and the public colleges in Virginia, to design assessment programs; and second, to report the results of their progress in measuring student achievement to the state council.

. . . great caution must be exercised to ensure that "outcomes assessment" and "accountability" do not become code words for a new elitism.

(*Building Communities*, p. 47)

To document institutional progress to the public, the state council was charged in Senate Joint Resolution No. 83 to "report to the

public results of institutional efforts to measure student achievement in its biennial revisions of *The Virginia Plan for Higher Education.*"

In April 1987, the state council, approved guidelines for the development of student assessment plans that had been developed by council staff in cooperation with college and university representatives. The guidelines further refined recommendations from Senate Document No. 14 and were intended to ensure consistency across plans, while at the same time preserving the uniqueness of institutional missions. Choosing assessment methods that reflected their missions, all public institutions were asked to submit by June 30, 1987, student assessment plans that addressed the following:

- Assessment procedures for general education;
- Assessment procedures for the majors;
- Alumni follow-up studies;
- Skills necessary to do college-degree credit work at the institution;
- Procedures for identifying high-risk students;
- Policies regarding placement of students doing remedial work in degree credit courses;
- Plans for remediation;
- Methods of assessing the success of remediation;
- Timetable for implementation of the assessment plan;
- Procedures for evaluating the assessment plan; and
- Plans for faculty, student, and curricular development programs to address identified problems or deficiencies.[2]

VCCS ASSESSMENT PLANS

By the June 30, 1987 deadline, each of the 23 community colleges had developed a student assessment plan. With some rewriting, all plans were accepted. As a result, council staff members were able to certify to the governor that the 23 community colleges had submitted adequate student assessment plans. This action meant that the colleges would be eligible, upon meeting certain other conditions, for incentive funding during the 1988-90 biennium.

The first progress reports on the implementation of student assessment plans were submitted to the state council in June 1988. The reports reflected varied activities during 1987-88, as colleges began to implement their plans.

Assessment of Student Achievement

One of the most difficult tasks for colleges has been the development of methods to measure what students have learned from the general education portion of the curriculum. For some colleges, this process has required that all faculty first agree upon the institution's goals for general education. Community colleges must also decide upon the goals of general education for occupational-technical programs. Presently, most community colleges are still evaluating national tests of general education; few have decided how to assess it.

RECOMMENDATION X-1.

Each college should continue to develop and improve its programs to assess students' progress toward accomplishing their goals. The primary purpose of these assessment programs should be to improve instruction and student support services.

Assessment of Student Readiness

The assessment of a student's readiness to pursue college-level work can and should take

many forms. It may include testing, but it also may include a consideration of recent high school work, life experiences, and other indicators of academic readiness as well. Related matters will be discussed further in the report of the SCHEV/VCCS Joint Task Force on Remediation described in Chapter II.

RECOMMENDATION X-2.

Each college should develop a program of entry level assessment and placement for all students admitted to a degree program. Placement criteria should be established, and entry level assessment in mathematics, writing, and reading should be required.

RECOMMENDATION X-3.

Each college should consider appropriate entry level assessment and placement policies for students admitted to nondegree programs, for noncurricular part-time students in selected courses, and for participants in certain programs for business and industry.

XI. LEADERSHIP TOWARD THE YEAR 2000

The leadership function in a system as large and diverse as the Virginia Community College System must, of necessity, be the collective responsibility of individuals at all levels in the organization. The governance structure of the VCCS, a statewide institution of higher education, supports this premise. Capitalizing upon this structure, the present chancellor has instituted major initiatives to ensure that current leaders throughout the system are well prepared to be effective in their varied roles and that future leaders are well prepared to function in a complex and changing environment.

Leadership initiatives involving the State Board for Community Colleges and the local college boards, the community college presidents, and future administrative and faculty leaders are described below.

THE STATE BOARD AND LOCAL BOARDS

Virginia's State Board for Community Colleges has enthusiastically participated in activities that support its leadership role. New board members first become acquainted with community college issues through an orientation session. During the past five years, a process has been introduced in which topics of special interest in higher education are presented and discussed in sessions held the afternoon prior to regular board meetings. These sessions allow the board members to discuss issues in greater depth than time permits at the business meetings. The evening after these sessions is often devoted to supplementing the board's knowledge of particular community college activities. One college is given the opportunity, after dinner, to make a presentation to the board that highlights its contributions to the system.

Board members are routinely invited to participate in major systemwide activities such as the special meeting that was held to examine the mission in 1985. Both local and state board members participated, as members of the Committee of 100, in the discussions leading to the recommendations contained in this report.

We conclude that if trustees are to fulfill their larger mission, they must learn about higher education, about academic traditions, and about the community college mandate.

(*Building Communities*, p. 44)

State board members engage in other activities to complement their knowledge of colleges in the system. For example, during the past two years the facilities committee has visited each of the 23 colleges. During fall 1988, both state and local board members participated in a teleconference to discuss the role of the local boards and their relationship to the state board. Although both local and state board members have had the opportunity to participate in other teleconferences, such as the one on literacy sponsored by the AACJC, this teleconference was distinct in that all participants were from the VCCS and it was available at all 23 colleges.

RECOMMENDATION XI-1.

The State Board for Community Colleges should continue the dialogue already established to increase mutual understanding of the roles of

the State Board for Community Colleges and local college boards.

In recent years, state board members have also been active participants in the Association of Community College Trustees (ACCT). Several members have attended the association's national meetings and others have served on the ACCT Board. Local board members are also encouraged to participate in the activities of this association.

We believe that leaders are needed at all levels of the organization and that leadership development should be stressed, not only for the president but among faculty and mid-level administrators as well.

(*Building Communities*, p. 43)

THE CHANCELLOR AND THE PRESIDENTS

The role of community college presidents as leaders at the local level and their role in systemwide governance have been major topics of discussion as leadership development initiatives for the system have progressed. Presidents are responsible to the state board through the chancellor. In addition to their role at the local level, they make an important contribution to governance and leadership of the system. Through the Advisory Council of Presidents and its committee structure, the presidents play a key role in systemwide policy development. Thus the chancellor and the presidents, more than any other leaders, set the agenda for the system. It is appropriate that they continue to place teaching and learning at the top of this agenda.

RECOMMENDATION XI-2.

The chancellor and the college presidents should be primary advocates of teaching and learning within the VCCS and in all colleges.

OTHER LEADERS

The chancellor meets regularly with college presidents and with faculty representatives. Members of the chancellor's staff meet regularly with deans and other administrators from the colleges. Thus, the colleges have multiple channels through which they can express their desires and concerns to the system leadership. Other persons and groups participate in the decision making process primarily at the local college level. The charrette participants voiced the sentiment that each college group should establish its own organization at each college and meet with the president of the college on a regular basis.

RECOMMENDATION XI-3.

To increase participation in the decision-making process, each college president should regularly meet with representatives of various college groups, including faculty, administrators, classified staff, students, and representatives of curriculum advisory committees.

LEADERS FOR THE FUTURE

In recent years, preparing new leaders for Virginia's system of community colleges has generated renewed interest. Chancellor Hockaday initiated the first VCCS Leadership Seminar for potential leaders of Virginia's community colleges in summer 1986. Each summer one representative from each community college campus and the system office participates in the workshop sessions.

Individuals with leadership roles at the national, state, and local levels are invited to make formal presentations and also to interact with participants during discussion periods. In the past these have included the president of the AACJC, the Secretary of Education, the director of the State Council of Higher Education, state board members, members of the General Assembly, the director of Planning and Budget, the chancellor, VCCS presidents, and system office staff. Such variety among leaders enables seminar participants to become acquainted with different definitions and styles of leadership. Equally as important, the future leaders become acquainted with the different constituencies with which they must effectively interact as presidents.[1]

Paralleling the concepts inherent in the leadership seminar, the system initiated its first seminar for outstanding faculty members in the fall of 1987. The Instructional Leadership Seminar is designed to recognize faculty members in the system who have notable teaching skill and who have chosen to continue their academic careers in teaching.[2]

Building upon the professional development initiatives begun in the VCCS Leadership Seminar and the Instructional Leadership Seminar, the system has collaborated with George Mason University to establish The George Mason University Center for Community College Education. In a proposal presented to the chancellor and VCCS presidents in spring 1987, a primary emphasis of the center is stated:

> ...to prepare the next generation of community college faculty and to further the education of those already teaching at these institutions.[3]

In addition to the professional development of faculty, the center will develop an executive internship program for community college presidents, administer the leadership seminar developed by the system, and administer a research and development institute to support the center.

In spring 1988, a director, a former president in the VCCS, was hired to administer the center. The chancellor and VCCS presidents are on the center's national advisory board.

To prepare future leaders, the VCCS also supports Chancellor's Fellowships at the University of Virginia and at Virginia Polytechnic Institute and State University. The awards provide a grant minimum of $10,000 plus one-half salary and a one-year leave of absence.

RECOMMENDATION XI-4.

The VCCS should continue to nurture new leadership for the future from all segments, including teaching faculty, administrative faculty, support staff, local college boards, curriculum advisory committees, and students.

RECOMMENDATION XI-5.

Each college should plan for new types of leadership positions in such areas as literacy, assessment, academic projects development, community outreach, and innovative resource development.

Leadership to ensure effective working relationships with the General Assembly and

other state agencies is equally as important as the leadership shown within the system.

RECOMMENDATION XI-6.

The VCCS should continue to assure that members of other state agencies and the legislature are well informed about VCCS programs and objectives so that they might understand, appreciate, and support them.

A FINAL WORD

This report is the result of a process that, in a number of different ways, has involved persons from all parts of the Virginia Community College System and many others as well. The authors of the more than 100 papers submitted in response to the call for papers expressed concerns and convictions that were the basis of the discussions at the charrette. Many of these papers drew on the various national and state studies on education and on various demographic projections for the nation and the state. The national Commission on the Future of Community Colleges influenced the process with its penetrating report, *Building Communities: A Vision for a New Century*. The Committee of 100 synthesized the data and concepts into a series of recommendations which the Committee on the Future of the Virginia Community College System fashioned into this report.

While this report looks toward the future, it is not a "long-range plan," in the usual sense of that term. It contains virtually no quantitative projections and few prescriptions for specific programs. Rather, the report deals with concepts, concerns, hopes, and visions for the Virginia Community College System in the relatively near future and on to the year 2000.

The report examines various challenges facing the state and proposes how Virginia's community colleges might be instrumental, or at least make an important contribution, to a progressive response to several of them. These challenges include such diverse concerns as the growing disparity in the economies of different regions of the state; the need to assure that all citizens of the state, regardless of their race, ethnic origins, or economic status, have an opportunity to develop to their full potential; the need to remain competitive in an increasingly international marketplace; the necessity of forestalling the development of a permanent underclass of functionally illiterate adults; the need for workers to maintain their skills and gain new ones; and the need to make higher education increasingly available to persons on a part-time and continuing basis.

The report also considers challenges directly facing community colleges: their need to maintain high quality and accountability; the challenges and opportunities presented by an aging faculty, by an increasingly diverse group of students, and by emerging technologies; and their need to enlist others into partnerships in order to fulfill their mission.

Finally, the report outlines changes in the way community college programs, services, budgets, and facility needs should be considered. The recommended changes in the ground rules are relatively minor, when one considers the changes that have taken place in the Commonwealth over the life of the VCCS, but these changes would make a significant difference in the service the system could provide.

The Committee on the Future of the Virginia Community College System is proud to present this report. It neither expects that everyone will agree with every recommendation nor that every recommendation will be implemented, but it does fervently hope that the report will provide a guide for the colleges as they prepare their long-range plans, and an agenda for the State Board for Community Colleges and other policymakers as they consider the future of the VCCS.

SUMMARY OF RECOMMENDATIONS

I. The Students

1. Each college should develop transportation alternatives for individuals who would otherwise be unable to attend college.
2. Each college should develop programs to help meet the child care needs of adult students with families.
3. The State Board for Community Colleges should make every effort to maintain student tuition and fees at the lowest level possible.
4. Each college should develop expanded and more flexible financial aid programs to help meet the financial needs of underserved populations.
5. As the nature of the community college student body becomes more diverse and the needs of these students become more complex, each college should provide strong enrollment management, counseling, and support services which make use of the latest technology and which are an integral part of the total college program.
6. Virginia community colleges should give recognition to and expand services for academically talented individuals. Each college should develop enrichment programs, in cooperation with local school systems, for academically talented high school students; develop scholarship or grant programs to give recognition to academically talented persons; develop honors courses or programs, as appropriate, for academically talented students; and be strong advocates for the promotion and support of active local chapters of Phi Theta Kappa, the national honor society for community college students.
7. Each college should develop effective student affirmative action programs including such strategies as summer enrichment opportunities for minority students, early identification programs focusing on junior high school minority students, and ongoing precollege experiences for minority students to increase their participation in community college programs.
8. Each college should establish outreach centers to recruit students from underserved populations for appropriate college programs.
9. Each college should expand and improve services for those individuals who have been underserved by higher education. These individuals include but are not limited to minorities, single parents, low income adults, dislocated workers, older adults, non-high school graduates, and handicapped or disabled persons.
10. The Virginia Community College System should develop strategically placed centers at selected community colleges which give special attention to the needs of handicapped or disabled individuals from all regions of Virginia. These centers would be established to provide quality instruction for individuals with specific handicapping conditions. Colleges with centers would serve as consultants to other community colleges throughout the system to assist these colleges in meeting the needs of handicapped students.

II. The Curriculum

1. The Virginia Community College System should reaffirm its mission statement and encourage community colleges to be creative and aggressive in meeting community needs.
2. The VCCS should provide special funding for creative pilot programs which demonstrate new approaches to fulfilling the mission of the system.
3. The VCCS should cooperate with the State Department of Education to study the state standards of learning as they change and to plan for curriculum revision at the college level.
4. The VCCS should foster citizenship responsibility through the inclusion of basic information on geography, history, and national, state, and local government in its programs. This is particularly important for occupational-technical programs.
5. The VCCS should develop innovative delivery systems for the teaching of foreign language skills to business, industry, government, and community groups interested in the conversational skills necessary in an international community.
6. The VCCS should study the inclusion of foreign languages in the core of common learning of curricular programs.
7. Community colleges must remain innovative and flexible in their approaches to developmental education and understand that developmental education consists of more than classroom instruction. Each college should ensure that adequate student support services, such as staffed learning laboratories, diagnostic and placement testing, academic advising, and counseling are provided; an appropriate diversity of instructional methodology is employed; and the latest technology based on the changing body of knowledge and teaching styles are constantly employed.
8. Virginia community colleges should refer students identified as reading below the fifth grade level, or with acute mathematical deficiencies, to local literacy providers, to community college programs designed for that level, or to other appropriate agencies.
9. Each college should develop an agreement with the regional literacy coordinating committee in its area specifying the college's involvement in literacy services for the region. Each college should also develop a directory of support services that it can provide and disseminate the directory to the appropri-

ate regional literacy committee. Further, the VCCS should disseminate to all colleges an overview of effective literacy strategies and projects.

10. Each college should take the lead in initiating agreements to provide workplace literacy training for business and industry. Further, in order that small businesses may participate in workplace literacy training in a cost effective manner, each college should consider the development of a small business consortium.

11. By 1992 the State Board for Community Colleges should evaluate the community college's involvement in literacy efforts; assess the Commonwealth's efforts to check adult illiteracy; define the future directions of community college involvement; and request appropriate resources.

III. The Community

1. The VCCS should expand opportunities for lifelong learning, which is fundamental to the comprehensive mission of community colleges.

2. The State Board for Community Colleges should expand its policy statement on community services as follows: *(The proposed new language is in italics.)*

> *Community colleges should provide a rich array of adult and continuing education programs to encourage lifelong learning and to help citizens meet their personal, civic, and career goals. These programs should be a high priority, draw upon the total available resources of the college, and reflect both community needs and the educational strengths of the institution.*
>
> The facilities and personnel of each community college shall be available to provide specialized services to help meet the cultural and educational needs of the region served by the community college. This service includes programs not conducted in classrooms such as cultural events, workshops, meetings, lectures, conferences, seminars, *forums for discussion of community problems,* and special community projects which are designed to provide needed cultural and educational opportunities for the citizens of the regions.

3. The State Board for Community Colleges should request that the General Assembly establish the eligibility of three areas of community service programming for state funding:

   Area I: programs structured to provide skills and/or knowledge for occupational improvement, such as agriculture and food production, business and industry, clerical and office services, education, engineering, government, health and social services, law and law enforcement, the professions, technology and technology transfer, and trades;

   Area II: programs organized to provide help in the solution of problems confronting the state, such as aging, citizenship, community development and housing, criminal justice, environment, health and safety, and human relations and communications; and

   Area III: programs designed to address the needs of targeted populations, such as displaced homemakers, the educationally or economically disadvantaged, the functionally illiterate, the unemployed and underemployed, and welfare and public assistance recipients.

   Community service programs eligible for state funding should meet defined standards to assure quality comparable to the credit programs.

   State funding support for community service programs should be based on specified criteria, namely:

   A: 15 contact hours in community service programs should equal 1 semester credit for the purpose of computing an equated annual FTES.

   B: Funding should be phased in over a three-year period as follows:

      1989-90: 30 percent overhead dollars should be replaced by general fund dollars on 80/20 ratio;

      1990-91: state funding should be provided on a 50/50 ratio of state support to tuition support;

      1991-92: state funding should be provided on an 80/20 state fund to tuition fund ratio.

4. The VCCS should assure that communication between the Virginia Department of Economic Development and VCCS colleges remains open. Further, the VCCS should support the coordination of programs between the colleges and the department.

5. The VCCS should continue and enlarge its work with the Governor's Employment and Training Council and other appropriate coordinating bodies to clarify and strengthen the community college role in providing cost effective sponsored training, such as Job Training Partnership Act programs.

6. The VCCS should work with the Center for Innovative Technology to broaden the experimental technology transfer and economic transfer program to include all colleges in the system and to strengthen and broaden the role of the program to include problem areas other than "high-tech."

7. The State Board for Community Colleges should include in its legislative plan the promotion of economic development through the establishment and staffing of economic development centers at each college.

8. The State Board for Community Colleges should request that the General Assembly provide in-state tuition privileges for employees and their families who move to Virginia and establish Virginia residency as a result of company expansion or relocation.

IV. Partnerships

1. Each college should assess the needs for and establish additional partnerships with elementary, middle, and secondary schools to encourage academic excellence, enhance career awareness, reduce the dropout rate, provide faculty enrichment, promote continuity in general education and technical studies, and increase the percentage of students pursuing postsecondary education.

2. Each college should assess the needs for and establish additional partnerships with senior colleges which strengthen the transfer function of the college and which increase the transfer rates of all students, particularly Asians, Hispanics, and blacks.

3. Each college should develop strategies for encouraging, coordinating, and assessing additional partnerships among business, industry, and government which promote economic development; provide training and retraining of the work force; and increase exchanges between educators and employers to keep faculty expertise closely related to work force needs. Additionally, each college should assume leadership for establishing partnerships which promote high standards of productivity and commitment to quality in order to ensure long-term economic growth.

4. The VCCS should continue to take an active role in providing education and employment training for incarcerated persons to prepare them for transition and return to society.

5. Each college should take the lead in building additional partnerships with community agencies, organizations, and governments which promote increased community leadership and citizenship and which assist with the elimination of community problems such as illiteracy, unemployment, and underemployment.

6. The VCCS should explore and develop opportunities for the colleges to establish international partnerships with foreign governments and colleges for the following purposes:

   - promoting international awareness;
   - sharing technology and instructional systems;
   - providing for student, faculty and staff exchanges; and
   - linking the community with the international partner.

7. Each college should be a part of a VCCS statewide educational telecommunications network to provide improved opportunities for students and increased faculty and staff development.

V. The Classroom and Instruction

1. The VCCS should establish a program of Chancellor's Commonwealth Professor appointments to recognize and support teaching excellence in the Virginia Community College System. These appointments might have the following features:

   - three-year terms;
   - a stipend in addition to base salary; and
   - appropriate release time to support the conducting of a self-directed project of personal and professional development related to teaching responsibilities.

   The Commonwealth Professors might do the following:

   - participate periodically in VCCS sponsored Commonwealth Professor seminars dealing with interdisciplinary topics and issues confronting community college education; and
   - be available to serve in various advisory capacities to the chancellor on matters relating to curriculum, instruction, and faculty welfare.

   Chancellor's Commonwealth Professors should be selected through a process of rigorous institutional and systemwide peer review involving nomination by their respective institutions and review by a panel that would select systemwide a limited number of candidates for appointment by the chancellor.

2. The VCCS should develop a statewide plan for the cost-effective utilization of telecommunication technologies. This plan should include at least the following:

   - a list of common elements of a telecommunications network which are necessary for an integrated system to operate;
   - recommendations with regard to the changing role and function of college libraries and learning resource centers; and
   - a common approach to the definition of faculty workload within a telecommunications environment.

   Consideration also should be given to the implications of these instructional technologies for faculty preparation and faculty development.

3. The VCCS should establish statewide cooperative centers of instructional specialization at various community colleges which would provide a dis-

tinctive emphasis on an identified aspect of the classroom and instruction. The areas of specialization would include, but not be limited to, the following:

- telecourse production;
- telecourse delivery;
- interactive video disc production;
- self-paced learning coursework production;
- video cassette production;
- computer software development;
- classroom research;
- teaching effectiveness and productivity research;
- learning evaluation and assessment research; and
- learning and teaching styles research.

VI. The Faculty and Staff

1. The VCCS should review faculty responsibilities and workload policies to assure that these policies are appropriate and that they promote excellence. This review should include consideration of the implication of instructional technologies, teaching loads in terms of credit and contact hours, committee responsibilities, extracurricular activities, action research, planning time, office hours, class size, and the effect of overloads.
2. The VCCS should develop a comprehensive faculty and staff development program to include the identification and preparation of future teachers and staff. Such a program must emphasize the inclusion of minorities and women with provisions for specific incentives.
3. The VCCS should develop and seek funding for a faculty and staff professional growth and renewal program. Components of the plan should include sabbaticals and short-term leaves, participation in national and statewide conferences and workshops, retraining and upgrading, working in industry, statewide recognition programs, released time, and endowed chairs. This plan should contain special funding of at least 2 percent of the VCCS instructional budget.
4. The VCCS should study whether the quota system on faculty ranks should be retained.
5. The VCCS should develop a policy regarding the selection, orientation, compensation, evaluation, renewal, and use of part-time faculty.
6. The number of minority faculty and staff in the VCCS must be increased. Each college should implement effective strategies for the recruitment, retention, and advancement of minorities and women as part of its affirmative action plan. Further, the VCCS should conduct a series of special workshops to deal solely with affirmative action matters.

VII. Marketing and Retention Programs

1. The VCCS should develop a system-wide comprehensive marketing plan focusing on the enhancement of the stature of community colleges in Virginia.
2. Each Virginia community college should develop and implement a comprehensive marketing plan and a comprehensive retention plan. Also, the VCCS should provide mechanisms for colleges to share elements of the plans.
3. The VCCS system office and each college should conduct quality marketing research. The results of such research should be communicated throughout the system and should be used in the development of current and future marketing plans.
4. Each college should develop or improve programs which give attention to the retention of students who begin their studies at the community college. These programs should include but not be limited to improved faculty advising programs; early alert and intervention systems for at-risk students; improved orientation programs for full- and part-time students; programs to encourage effective customer relations and caring attitudes among faculty, administration, and staff; strengthened student activities programs to encourage a greater sense of community among students and greater out-of-class contact between faculty and students; and entry level assessment and placement programs to ensure that students are properly prepared for successful completion of college-level courses.
5. The State Board for Community Colleges should request the General Assembly to modify current restrictions on the use of public funds for advertising to allow community colleges to effectively communicate with their target audiences.

VIII. Facilities

1. The State Board for Community Colleges should develop and adopt a revised comprehensive Master Facilities Plan that includes updating the site plan for each of the colleges and that specifically addresses the needs for additional locations for campuses or centers as well as the disposition of existing facilities.
2. The VCCS should develop strategies to update facilities to meet the needs created by changes in the curriculum, student demographics, and advanced technology. Such facilities might include space for physical education, student commons, and auditoriums. Further, the VCCS should pursue changes in SCHEV space guidelines and funding priorities to accommodate these changing needs.

3. The State Board for Community Colleges should seek to have facilities that support the community service mission assigned a higher priority than in the past and to establish the principle that any facility that supports the mission of the VCCS should receive state funding for maintenance and operating costs.

4. The State Board for Community Colleges should request that the General Assembly provide state funding for site acquisitions, site improvements, and site maintenance.

5. The State Board for Community Colleges should support the concept of facility sharing with local private or governmental agencies.

6 The concept of maintenance reserve funding is applauded. The VCCS should strive to assure that the maintenance reserve fund is adequately funded and is vigorously and systematically applied to the maintenance of college facilities.

7 The State Board for Community Colleges should continue its emphasis on major system replacement and renovation.

8. The State Board for Community Colleges should explore the issuance of bonds, or some other dedicated revenue sources, to obtain funding for the upgrading, repair, and replacement of major infrastructure systems and for new construction projects.

IX. Resources

1. The VCCS should continue to request funds from the General Assembly as a single system.

2. The State Board for Community Colleges should seek changes to the funding base which acknowledge the support and services provided to part-time and underprepared students.

3. The VCCS should study the further development and refinement of normative standards in all maintenance and operation (M&O) funding categories.

4. The VCCS should continue to study and refine the distribution of resources model in order to maintain equity and a consistency of capability among the colleges.

5. The VCCS should explore various alternatives for funding of actual or projected enrollments.

6. The VCCS should explore the further automation of registration, payroll, accounting, personnel, libraries, preventive maintenance, and other functions which would be enhanced by the use of technology.

7. Each college should develop procedures for the increased use of volunteer staff in certain offices and college functions.

X. Assessment and Accountability

1. Each college should continue to develop and improve its programs to assess students' progress toward accomplishing their goals. The primary purpose of these assessment programs should be to improve instruction and student support services.

2. Each college should develop a program of entry level assessment and placement for all students admitted to a degree program. Placement criteria should be established, and entry level assessment in mathematics, writing, and reading should be required.

3. Each college should consider appropriate entry level assessment and placement policies for students admitted to nondegree programs, for noncurricular part-time students in selected courses, and for participants in certain programs for business and industry.

XI. Leadership Toward the Year 2000

1. The State Board for Community Colleges should continue the dialogue already established to increase mutual understanding of the roles of the State Board for Community Colleges and local college boards.

2. The chancellor and the college presidents should be primary advocates of teaching and learning within the VCCS and in all colleges.

3. To increase participation in the decision-making process, each college president should regularly meet with representatives of various college groups, including faculty, administrators, classified staff, students, and representatives of curriculum advisory committees.

4. The VCCS should continue to nurture new leadership for the future from all segments, including teaching faculty, administrative faculty, support staff, local college boards, curriculum advisory committees, and students.

5. Each college should plan for new types of leadership positions in such areas as literacy, assessment, academic projects development, community outreach, and innovative resource development.

6. The VCCS should continue to assure that members of other state agencies and the legislature are well informed about VCCS programs and objectives so that they might understand, appreciate, and support them.

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